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CITY OF PATTERSON

GENERAL PLAN

PUBLIC REVIEW DRAFT

ISSUES AND OPTIONS REPORT

November 23, 1988

J. LAURENCE MINTIER & ASSOCIATES

AND

ASSOCIATED CONSULTANTS

CITY OF PATTERSON

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CITY OF PATTERSON
GENERAL PLAN :
ISSUES AND OPTIONS
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INTRODUCTION

The City of Patterson is currently undertaking a comprehensive revision of its General Plan. The City's current General Plan was adopted in 1978, with an update of the Housing Element completed in 1985.

For any community, the general plan is an extremely important document. The plan serves as the community's "constitution" for all land use and development. By virtue of state law and case law, all zoning, subdivision, and public works decisions must be consistent with the general plan. More importantly for Patterson, the general plan serves as a comprehensive framework and guide for making day-to-day decisions about land use, housing, economic development, natural resource protection, and public health and safety.

The City's General Plan Program was initiated in March 1988 when the City of Patterson retained a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates to assist the City in its General Plan effort. The first step in the process was preparation of a Community Concerns Summary Report based on a townhall meeting in April 1988, a series of interviews with City officials, and responses to a widely-distributed survey form.

The consulting team subsequently prepared a detailed Background Report describing existing conditions and trends in Patterson. The Background Report includes chapters on land use, housing, population, economic conditions and fiscal considerations, transportation and circulation, public facilities and services, recreational and cultural resources, natural resources, health and safety, and scenic resources and urban design.

The next major step in the process was to identify key issues and options for the General Plan and summarize them for public review. These issues and options focus on what the consulting team believes will be the most critical policy, program and land use, circulation, and development issues to be addressed in the General Plan.

These issues and options are based largely on the Community Concerns Summary Report and on the Background Report. However, they are also the result of extensive discussions among consulting team members and with City officials, other public agencies, industry, property owners, developers, and individual citizens.

After this Issues and Options Report has been reviewed by the public, Planning Commission, and City Council, the City Council will provide the consulting team with direction on overall policy and its preferences concerning the various options. This direction will provide the framework for the draft General Plan Policy Document, which in turn will be the subject of public review and public hearings by the Planning Commission and the City Council. The General Plan is expected to be adopted by Fall 1989.

Readers should note that the General Plan will address issues beyond those discussed in this report. These other issues are deemed to be less critical to the overall structure of the General Plan or do not pose the same major policy choices as the issues addressed in this report. Policies concerning these other issues will be subject to public review when the draft General Plan is released for formal review later in the process.

HOW TO READ THIS REPORT

This report discusses 20 separate issues that will be critical to the General Plan. The discussion of each issue is divided into four sections: 1) a background explanation of the issue; 2) a list of key questions concerning the issue; 3) a discussion of possible general plan responses; and 4) a discussion of the implications of the possible general plans responses. Although each issue is discussed separately, readers should consider the interrelationships among issues and the impacts that the option or options chosen under one issue may have on other issues. It should also be noted that in many cases the options presented under a single issue are not mutually exclusive.

The issues and options presented in this report were developed by the consulting team and City staff in an effort to lay out the most critical issues and a full range of feasible options for each issue. These issues and options are suggestions only; modifications to the options in the report and additional issues or options not identified in this report are also appropriate for discussion.

Before focusing on the desired options for any single issue, readers are encouraged to first read through the entire report.

The first ten issues in the report deal with the overall character, pattern, and structure of Patterson. The first issue, "Future Role and Character of Patterson," addresses the primary question of the type of community that Patterson should be. All other options should be considered in light of the impact they may have on the character of the community.

Issues 2, 3, and 4 address the "Amount and Mix of New Development", the "Direction of Future Growth", and the "Rate of New Development". These three issues are obviously related, as combined they will determine the ultimate size and shape of Patterson. Although the issues are discussed separately because each issue has several distinct options, they must be considered together to assess the total picture.

Issues 5 through 8 break down future land uses by category: "New Residential Development," "New Commercial/Office Development," "Downtown," and "New Industrial Development." These issues should also be considered in relation to decisions concerning the amount and mix of new development and the direction and rate of growth.

The ninth issue, "Urban Form," discusses how the elements discussed in Issues 1 through 8 fit together and can be combined to create a coherent character and form for the city as it grows. This section includes a number of illustrations to show how new development areas and various types of development can be integrated into a coherent urban form and structure.

Issue 10, "Circulation/Traffic," perhaps more than any other issue, cannot be considered independently of the other issues. The logical and necessary circulation pattern is a function of the land use pattern delineated by the General Plan, and roads and streets are also integral elements of urban form.

Issues 11 through 20 focus on more specific issues. While Issues 1 through 10 will generally determine the overall framework for the city, Issues 11 through 20 will refine the community's character and provide specific policy direction for the General Plan in several areas.

The figures in this report are included to illustrate concepts. They are diagrammatic only and should not be considered as recommendations for specific locations or shapes. Precise boundaries will be determined as this report undergoes public review and discussion and during the development of the draft General Plan.

In reviewing this report, readers are also encouraged to consider the following questions:

- Does the report address all the *major* issues to be addressed in the General Plan? If not, what major issues have been excluded?
- Does the background discussion for each issue adequately describe the important questions to be considered or addressed concerning the issue? If not, what additional information is relevant?
- Does the list of key questions raise the most important questions to be considered or addressed concerning the issue? If not, what other questions are pertinent?
- Do the possible general plan responses adequately reflect the full range of possible alternatives? If not, what other options should be considered? Which options are most effective and desirable for Patterson?
- Does the discussion of implications adequately describe the most important implications to be considered by the City in making policy choices? If not what other implications should be considered?

In reviewing this report, readers are encouraged to also review the General Plan Background Report, copies of which are available for review at the Patterson Library, 46 Salado Avenue, and at City Hall, 33 Del Puerto Avenue. Copies may also be purchased at City Hall.

ISSUE 1: FUTURE ROLE AND CHARACTER OF PATTERSON

Background

All the decisions made under the General Plan concerning size, types of land uses, and urban form are fundamentally dependent on the kind of community character that Patterson residents wish to achieve.

Perhaps the most critical issue for the General Plan is the extent to which Patterson wants to maintain its small size and character or wants to expand its basic services and functions. Historically, Patterson has maintained a relatively small commercial base and its employment base has been focused primarily on agriculture and related industry.

Over the last two years, however, Patterson has experienced unprecedented residential growth, and it appears that market forces will favor continued residential growth if permitted under the General Plan. Because there are few constraints to Patterson's physical expansion, the city has the potential for sizable growth if it so chooses.

Commercial development is typically a function of population, while industrial development is a function of many variables, of which population is only one factor. To obtain greater commercial development, which improves the fiscal base of the city and, as a result, the level and amount of services that the City can provide, the city will have to grow.

Key Questions

- What is the desired future character for Patterson?
- What concerns argue for maintaining Patterson's small size and character?
- What concerns argue for expanding Patterson's commercial and/or employment base?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Maintain Patterson's *small-town size and character*, continuing to rely on larger cities for much of the necessary commercial services and employment.
- Option 2: Become a *commercial service hub* for Western Stanislaus County.
- Option 3: Become a *medical service hub* for Western Stanislaus County.
- Option 4: Become a larger community with a *larger employment base*.
- Option 5: Emphasize *residential development*.

Implications/Discussion

Under Option 1, Patterson would seek to maintain its historic *small-town size and character*. This option implies a relatively modest amount of growth and a relatively slow growth rate. This would avoid dramatic changes in the existing small-town, rural character of Patterson, preserve agricultural lands, and minimize future traffic congestion. Residents would continue to rely

heavily on commercial services in other cities such as Modesto and Turlock, and most residents would continue to work outside Patterson.

Under Option 2, the City would focus planning and development efforts on *commercial services*. As the largest city in Western Stanislaus County, Patterson would seek to provide much of the commercial and professional services for Patterson residents and for residents of other West Side communities. To achieve this, the city would have to increase in size to make sufficient commercial development opportunities available and to maintain at least a moderate population growth rate. This would improve the fiscal environment of Patterson and provide a greater range of services to Patterson residents and increase employment opportunities. However, this option would alter the existing character and size of the city.

Option 3 is a variation of Option 2. Under Option 3, the City would focus on becoming a *medical service hub*, either in conjunction with encouraging other commercial services or as an alternative. The Del Puerto Hospital is an asset because it provides and attracts services which few communities of Patterson's size have. The hospital also provides other opportunities for Patterson, as it could attract related medical services and facilities to serve West Side residents. Issue 12, "Hospital/Health Facilities Expansion" discusses specific issues relating to medical services.

Under Option 4, Patterson would emphasize continued growth and seek to establish a *larger employment base*. This could mean attempting to achieve some kind of jobs-housing balance, or simply working to attract more industry. A study commissioned by the City indicated that Patterson was generally attractive to industry, although currently there are limited available industrial sites. Issue 8, "New Industrial Development," includes a discussion of the factors in attracting more industry to Patterson.

Under Option 5, the General Plan would emphasize new *residential development* over commercial or industrial development, although greater residential development would create a need for more local-serving retail commercial development. This option would continue the current residential development trend. Over the long run, a heavy emphasis on residential development could affect the City's fiscal condition and limit its ability to provide services.

ISSUE 2: AMOUNT AND MIX OF NEW DEVELOPMENT

Background

The future character of Patterson will largely be determined by the future size of the city and the types of land uses provided for in the General Plan.

Early in the General Plan program, a Planning Area of approximately 12,000 acres was established to include all land that would likely be considered for development during the 20-year timeframe of the General Plan. The Planning Area boundary and city limits are depicted in Figure 1.

According to the 1988 Land Use Survey prepared for the General Plan program, almost all (94 percent) of the land in the present city limits is urbanized or approved for development. This means that new land will have to be annexed to the city to provide for continued growth. Table 1 summarizes the amount of land devoted to different categories of use or approved for development as of January 1988.

Figure 1 illustrates the general land uses and designations in the city and other facilities that are discussed in this report.

TABLE 1
ACREAGE BY GENERALIZED LAND USE CATEGORY¹
Patterson, 1988

<u>Land Use Category</u>	<u>Acreage</u>	<u>% of Total</u>
Residential ²	480	59%
Commercial	25	3%
Industrial	82	10%
Parks	8	1%
Schools	70	9%
Private Institutional	15	2%
Public Institutional ³	85	10%
Vacant/Agricultural	<u>50</u>	<u>6%</u>
Total	815	100%

¹Excludes land devoted to streets and highways

²Includes existing and approved subdivisions as of 1/1/88

³Excludes schools

Source: City of Patterson Land Use Inventory, 1988.

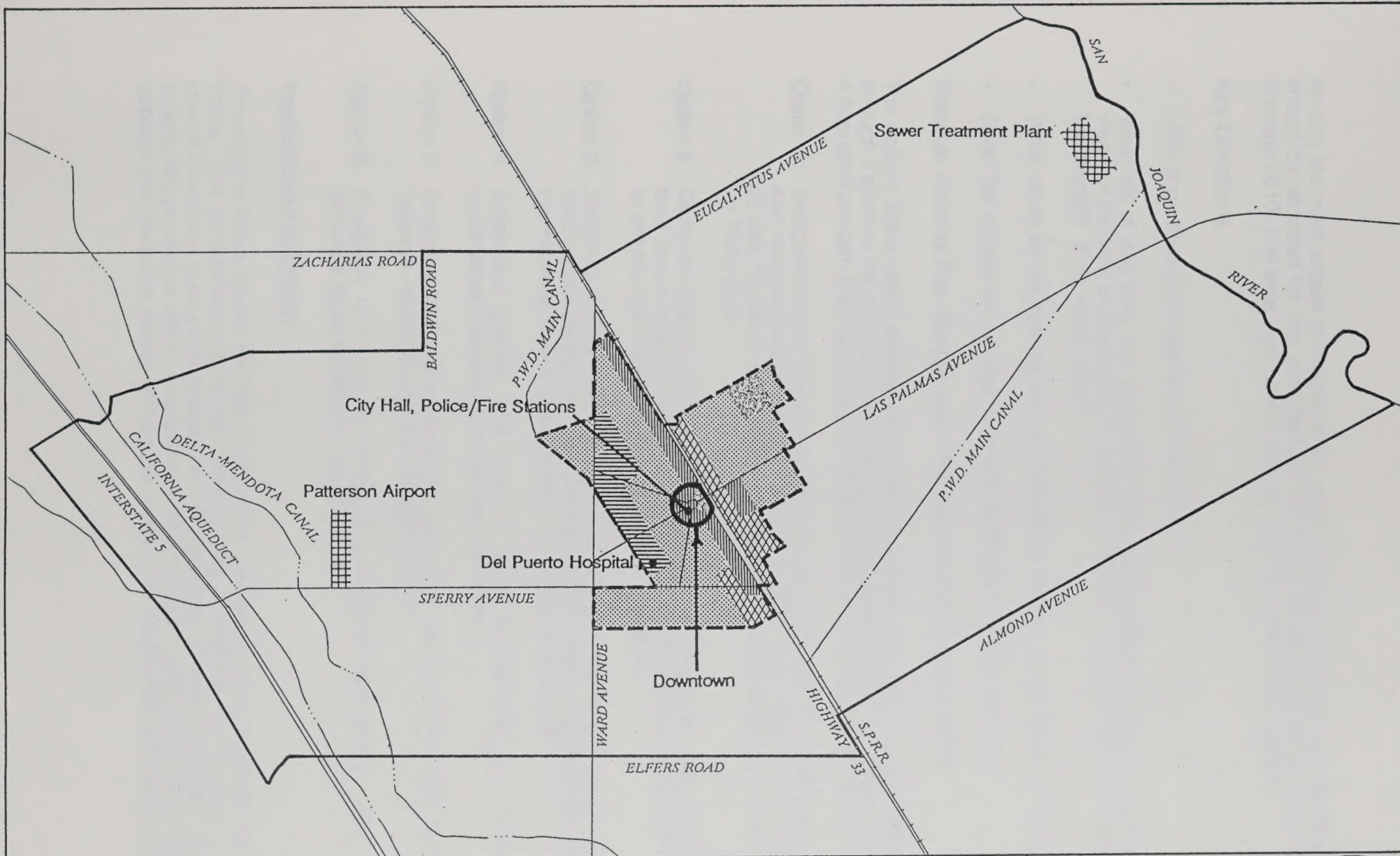
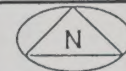
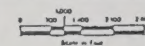
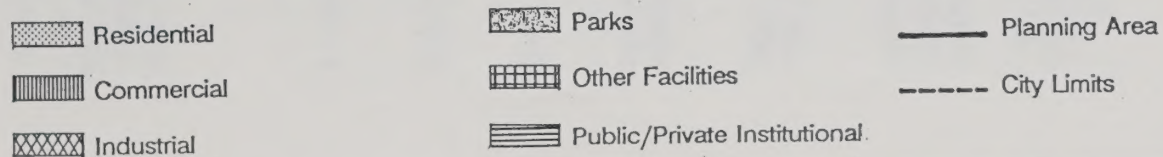


Figure 1
EXISTING LAND USES AND DESIGNATIONS



**Patterson
Planning Area**

Among the most crucial questions to be answered by the General Plan are how much land should be allocated for new development during the 20-year time frame of the General Plan (through 2010) and what type of land use mix the City would like to achieve.

Key Questions

- How large does Patterson want to become?
- What mix of land uses (i.e., residential, commercial, industrial) most closely fits Patterson's vision of the kind of community it wants to become? Should particular types of land uses be favored? If so, which ones?
- What would be the optimal mix of land uses at buildout of the General Plan?
- Given the current mix of uses, how can the desired mix be achieved?

Possible General Plan Responses: Policies, Programs, and Options

The options listed below address the issues of size and land use mix separately. Options 1 through 3 concern the amount of land that should be designated for various uses, while Options 4 through 6 concern the mix of land uses which should be emphasized under the General Plan.

- Option 1:** Designate land for future development sufficient to accommodate a *target population* and non-residential development level for 2010 (e.g., population of 15,000, 20,000, 25,000, 30,000, or other population target which reflects the future desired character for Patterson.)
- Option 2:** Designate land for future development sufficient to accommodate a *target population* level (and non-residential development) through 2010 *plus* additional land (e.g., 30%) to provide the market with some locational choices.
- Option 3:** Designate land for future development sufficient to accommodate a *target population* (and non-residential development) through 2010 and designate additional land within the Planning Area in *urban reserve* for development beyond 2010.
- Option 4:** *Emphasize specific land uses* in future development (e.g. residential, retail commercial, industrial) to address local desires.
- Option 5:** Designate land uses according to a specified ratio to achieve a *jobs-housing balance* between residential and non-residential uses.
- Option 6:** Designate land uses according to a specified ratio among uses to achieve a desirable *fiscal balance* for the City.

Implications/Discussion

Forecasts of future growth are highly speculative, particularly when extended over a long time frame. The amount and mix of new development in Patterson will depend on changeable market conditions, federal and state tax policies, local land use policies and regulations, regional factors, city promotion efforts, and a host of other factors. Given Patterson's recent growth, it appears that the future market demand for residential development will continue to be strong.

Future commercial development will be primarily a function of the city's population growth, with the exception of the potential for commercial development at the I-5 interchange. Future industrial development will depend on future industrial demand and Patterson's advantages over competing areas.

To provide a sense of the magnitude of potential new development, Figure 2 shows the existing city limits and, in schematic form, four new development circles, each containing approximately 1,000 acres of land. The city is presently about 1,000 acres and will accommodate about 9,500 residents when residential areas are fully developed. This can be used as a general guide in estimating the population potential of new 1,000-acre development increments, although population will vary depending on the land use mix and residential densities of new development. For instance, designating a higher percentage of commercial and/or industrial land or providing for lower residential densities than currently exist within the city limits would lower the potential population of new development areas relative to the current city at buildout. The ultimate holding capacity of the General Plan will also depend on the shape and boundaries of the General Plan Area.

Under Option 1, the General Plan would designate only enough land in various uses to accommodate a **targeted population** level in 2010. This option might limit the range of locational choices for the market and create monopolies for some types of land uses. Land not needed to meet the desired targets by 2010 would remain under County designation, which is presently almost entirely designated for agriculture.

Under Option 2, the General Plan would not only designate sufficient land to accommodate a **targeted population** level, but would also designate an **additional 30 percent** in each category (i.e., residential, commercial, and industrial) to provide the market with a greater range of locational choices. This could mean that if market demand is high enough, the City would exceed its target population level if the city fully builds out. As with Option 1, the balance of the land in the Planning Area would remain under its County designation.

Option 3, is a variation of Option 1. Under Option 3, however, some or all of the land not needed to accommodate a **targeted population** level would be designated in a single category of **urban reserve** or in several reserve categories (e.g., industrial reserve, commercial reserve, residential reserve). This option would provide a clear indication that additional land will be eventually planned and zoned for urban use beyond the time frame of the General Plan.

Options 4, 5, and 6 address the mix of land use regardless of how Options 1 through 3 are resolved.

Under Option 4, **specific land uses** would be favored in the General Plan. For instance, lower density residential development might be favored to attract more affluent buyers. Commercial development might be favored to attract more sales tax revenue to the city. Industrial development might be favored to achieve greater employment in the city.

Under Option 5, **jobs-housing balance**, the General Plan would link the amounts of residential and non-residential land use designated to achieve some ratio among uses aimed at maintaining a balanced community and efficient circulation. Achieving and maintaining a particular jobs-housing ratio is difficult, but could nonetheless be pursued as an overall strategy.

Under Option 6, **fiscal balance**, the General Plan would designate uses in amounts calculated to produce a healthy fiscal condition for the City. While the mix of development under Option

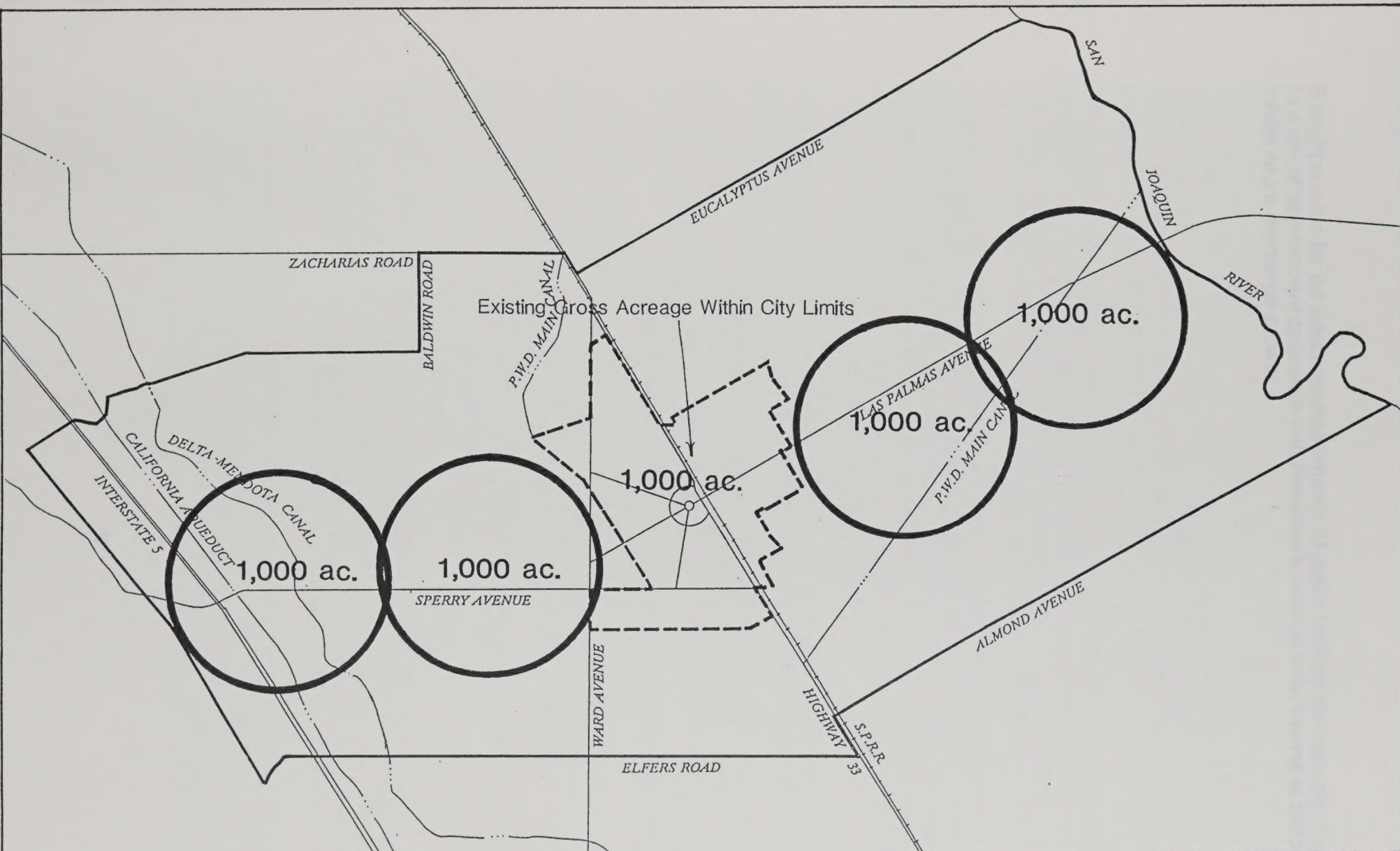
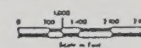


Figure 2

ILLUSTRATION OF NEW DEVELOPMENT POTENTIAL



Patterson
Planning Area

6 might provide for the adequate maintenance of public facilities and services, it might not lead to a mix of development consistent with Patterson's vision of what it wants to become and could inhibit future residential growth.

ISSUE 3: DIRECTION OF FUTURE GROWTH

Background

The original Patterson townsite was laid out in 1909 by the town's founder, T.W. Patterson. The town was oriented out along the railroad tracks, with the circular downtown area on the west side of the tracks and the entrance to Patterson along Las Palmas on the east. This remained the town's primary entryway until the completion of I-5 to the west in 1967.

The 1978 General Plan and the subsequent Master Water, Sewer, and Drainage Plans focused on growth to the east, primarily because of the city's orientation towards the San Joaquin River bridge leading to Modesto and Turlock. Recently, however, the orientation has shifted to the west, as a significant number of new residents commute to jobs in the Bay Area via I-5.

The greatest potential for future growth of the city appears to lie to the east and west because the city's major external circulation links lie to the east and west. The city is constrained on the south by the noise and flight paths of the Crows Landing Naval Auxiliary Landing Field and to the north by the flooding areas of Salado Creek east of Highway 33 and Del Puerto Creek west of Highway 33.

Key Questions

- In which direction should the city grow? East, west, or both?
- What considerations argue for or against growth to the east or growth to the west?
- How far to the east or west does the city want to grow?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Grow toward the *east*.

Option 2: Grow toward the *west*.

Option 3: Grow toward both the *east and west*.

Implications/Discussion

Under Option 1, the General Plan would designate urban land uses to the *east* of the existing city limits. The amount of land designated would depend on the ultimate size of the city as discussed in Issue 2, "Amount and Mix of New Development." Advantages to an eastern growth pattern are that sewer and drainage needs are more easily accommodated and that the city continues its isolation from I-5, thus creating a more distinct community.

The major disadvantages to an eastern focus are circulation and the parcelization pattern. The primary circulation constraint is the limitation on widening East Las Palmas Avenue to accommodate increased traffic without removing palm trees. Circulation is also inhibited by the limited number of crossings of the Southern Pacific Railroad tracks, which creates a bottleneck at the Las Palmas Avenue intersections with First and Second Streets.

The pattern of small parcels on the eastern side of town also makes major developments more difficult because of the large number of property owners which developers would have to coordinate. Larger scale developments thus become less likely. Growth too far to the east could create conflicts with the riparian habitat along the San Joaquin River and the City's sewer treatment plant and ponds.

Under Option 2, the General Plan would designate land for urban uses to the **west** of the existing city limits towards I-5. Again, how far to the west would depend on the decisions concerning the ultimate size of the city.

Advantages to a western growth focus include the pattern of large parcels which facilitates large-scale development, the orientation of new residents towards I-5 for commuting to the Bay Area, and the fiscal opportunities associated with potential highway commercial development at the I-5 interchange at Sperry Avenue.

Disadvantages to a western orientation include the difficulty and costs of sewer and drainage infrastructure extensions and the potential creation of an economic and ethnic division within the city if public and private investments are concentrated only on the west side. Another possible disadvantage is the need (if the city is to grow to I-5 to capture the highway commercial potential) to designate a great deal of land for future development between the existing city and I-5, which could create a larger community than is desired.

Option 3, would provide for development both to the **east and west**. Depending on the amount of land designated, the advantages and disadvantages associated with both Options 1 and 2 should be considered.

Option 3 would provide for a more balanced community, avoid a possible economic and ethnic division between the eastern and western halves of the city, and keep the downtown area at the geographic center of town.

ISSUE 4: RATE OF NEW DEVELOPMENT

Background

While the City of Patterson cannot control market demand for development, it can determine to a large extent how fast the city will grow. Patterson has experienced its most dramatic growth very recently, with a 15 percent increase in population from 1986 to 1987, and an 18 percent increase from 1987 to 1988. According to the California Department of Finance, Patterson is the seventh fastest growing small city (under 50,000 population) in the state.

Prior to 1986, Patterson experienced steady yet modest growth, averaging about 5 percent annually from 1980 through 1986. Patterson's recent dramatic growth is attributable almost exclusively to new residents who commute to jobs outside Patterson, predominantly in the East Bay and Tri-Valley Area.

The annual rate of growth will, of course, determine the ultimate population of Patterson at any given year in the future. Table 2 depicts future population levels in Patterson at varying growth rates, ranging from 2.5 percent to 18 percent per year (Patterson's annual growth rate in 1987). Table 2 is intended to illustrate the effects on population that various growth rates can have, not to set out a range of options.

TABLE 2
POPULATION AT VARYING ANNUAL GROWTH RATES*
1988 TO 2010

Year	ANNUAL GROWTH RATE				
	2.5%	5%	7.5%	10%	18%
1988 (Estimated) ¹	6,702	6,702	6,702	6,702	6,702
1989	6,870	7,037	7,205	7,372	7,908
1990	7,041	7,389	7,745	8,109	9,332
1991	7,217	7,758	8,362	8,920	11,012
1992	7,398	8,146	8,950	9,812	12,994
1993	7,583	8,554	9,622	10,794	15,333
1994	7,772	8,981	10,323	11,873	18,092
1995	7,967	9,430	11,119	13,060	21,349
1996	8,166	9,902	11,953	14,366	25,192
1997	8,370	10,397	13,813	17,383	29,726
1998	8,579	10,917	13,813	17,383	35,077
1999	8,794	11,463	14,849	19,122	41,391
2000	9,013	12,036	15,963	21,034	48,841
2001	9,239	12,638	17,160	23,137	57,633
2002	9,470	13,270	18,447	25,451	68,007
2003	9,706	13,933	19,830	27,996	80,248
2004	9,949	14,630	21,318	30,796	94,693
2005	10,198	15,361	22,917	33,875	111,737
2006	10,453	16,129	24,635	37,263	131,850
2007	10,714	16,936	26,483	40,989	155,583
2008	10,982	17,782	28,469	45,088	183,588
2009	11,257	18,672	30,604	49,596	216,634
2010	11,538	19,605	32,900	54,556	255,628

* The table shows the effects of annual *compounded* growth rates

¹Population as of 1/1/88, California Department of Finance

Table 2 also shows how quickly the community would reach certain population levels (i.e., approximately 10,000, 20,000, and 30,000) at the various growth rates. It should be noted that communities typically do not experience steady annual growth rates but usually grow at variable rates depending on market forces and a host of other factors. In addition, an 18 percent annual growth rate (such as Patterson experienced in 1987) can be sustained in a smaller community for a short time, but is very unlikely to continue as the community becomes larger, due to the huge amount of new development this percentage increase would represent in a single year.

Key Questions

- How fast does the City want to grow? At a specified annual rate? As fast as demand requires?
- How can the General Plan assure that growth does not occur more rapidly than completion of the infrastructure improvements necessary to adequately support such growth?
- How can the General Plan avoid imbalanced growth among land uses that might lead to fiscal and traffic problems?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Allow *market forces* to be the primary factor determining the rate of growth.

Option 2: Let the rate of development be determined by the provision of *adequate infrastructure* (i.e., project approvals would be conditioned with requirements that infrastructure problems be solved prior to or in conjunction with new development).

Option 3: Establish a *numerical limit* or objective for annual growth in residential development, or non-residential development, or both.

Option 4: Adopt a policy which *balances* the rate of *residential development* with the rate of *job creation*.

Option 5: Regulate the rate of development for various types of land use to produce a *positive fiscal impact* on the City.

Option 6: Establish *growth targets* for specific time periods (e.g., 1995, 2000, 2005, 2010) with periodic adjustments based on regular monitoring.

Option 7: Establish *geographic priorities* for the sequence of development.

Implications/Discussion

The options outlined above represent alternatives, some of which can be combined, for determining how fast the city will develop and how fast various types of land use develop in relation to one another.

Under Option 1, *market forces* would be the primary determinant on how fast the city grows. The City would review and approve project proposals on a case-by-case basis as it now does. This approach could lead to fiscal imbalances for the City and could result in infrastructure problems.

Under Option 2, market forces would still largely determine the rate of growth, but the City would approve project proposals conditional on their ability to solve *infrastructure* problems. In other words, growth would occur only as fast as infrastructure could be expanded. This approach still might lead to fiscal imbalances for the City if various types of land use develop at dramatically different rates.

Under Option 3, the City would establish a *numerical limit* on, or objective for, annual growth. Table 2 illustrates population growth at several annual growth rates. Limits or objectives could be established for residential and non-residential development alike. These limits or objectives could be established as percentage growth rates (e.g., x% annual increase in the housing stock) or by amount of new development per year (e.g., x number of new housing units per year or y square feet of new industrial development per year). This approach could frustrate market forces, since these tend to be cyclical, and might limit the feasibility of financing infrastructure. Additionally, this approach requires an elaborate administrative structure.

Under Option 4, *jobs-housing balance*, the City would link the rate of residential growth and the rate of job creation, in part as a means of minimizing traffic problems and fiscal problems that might otherwise be created by imbalanced growth. Even if some balance is maintained between residential and non-residential development, there is no assurance that new jobs created will be filled by workers who live in Patterson, as many other regional and economic factors play a role in where people choose to live and work.

Under Option 5, The City would regulate the rates of growth for various types of land use to ensure that there is a *positive fiscal impact* on the City. In other words, the City would link the rate at which it approves service-consuming uses (e.g., housing) to the rate at which it approves tax revenue-generating uses (e.g., retail commercial). This approach could frustrate market forces at the expense of ensuring a balanced City budget and an adequate level of public services, and could inhibit future growth of certain types of land uses.

Option 6 is a variation on Option 3. Instead of setting annual growth objectives or limits, *growth targets* would be established for specific time periods (e.g., by five-year increments). This approach would have more flexibility in accommodating market forces than Option 3. The targets could be reevaluated and adjusted periodically based on a regular growth/development monitoring program.

Under Option 7, the City would establish *geographic priorities* for the sequence of development. Instead of specifying a rate of growth, the City would determine the areas it wanted developed first, give preference to project proposals within these areas, and discourage or not allow development in other areas until the high-priority areas were substantially developed. Again, this approach could frustrate market forces seeking a wider choice in locational possibilities. On the other hand, this approach could be used to ensure the viability of new development in high priority areas. For instance, the General Plan could favor development to the east before allowing the City to develop to the west, or it could encourage the full development of a single satellite commercial area before allowing others to develop.

ISSUE 5: NEW RESIDENTIAL DEVELOPMENT

Background

According to the California Department of Finance, as of January 1988, Patterson had 2,122 units in its housing stock. Single family homes accounted for 1,587 units (74.8 percent) of Patterson's total units, with the remaining units distributed among two- to four-unit structures (261 units, or 12.3 percent), developments of five or more units (153 units, or 7.2 percent), and mobilehomes (121 units, or 5.7 percent). Included in these totals are 66 year-round farm labor housing units and 50 migrant worker housing units. The land use survey conducted as part of the General Plan program also estimated that there were approximately 388 single family dwelling units in the unincorporated Planning Area.

Recently, Stanislaus and San Joaquin Counties have experienced a surge in residential growth resulting from commuters to the Bay Area attracted to the Central Valley by the lower cost of housing. The Bay Area is described as a "worker deficit" region, which means that due to scarce and expensive housing, workers must be imported from other regions. The Association of Bay Area Governments (ABAG) estimates a worker deficit of 237,000 between 1985 and 2005 in the Greater Bay Area.

Key Questions

- What future mix of residential uses is most desirable to the City?
- How can the City assure proper timing in the development of future housing?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1:** Provide for a mix of new residential development that reflects the *current ratio* of housing types.
- Option 2:** Provide for a mix of new residential development that is consistent with Patterson's *image* of the type of community it wants to become, without regard to the current ratio of housing types or regional needs. This could emphasize a particular type or combination of housing types.
- Option 3:** Designate residential land use in broad categories of density and let *market forces* take care of the mix, timing, and physical distribution of housing.
- Option 4:** Designate residential land according to a specified *ratio of housing to jobs*.

Implications/Discussion

Option 1, *current ratio*, would simply project the current composition of the housing stock through buildout of the General Plan. This composition may or may not provide for the housing needs according to market forces and may not reflect Patterson's image of the community it would like to become.

Option 2 reflects some as-yet-to-be articulated *image* of what kind of community Patterson would like to become. In essence, the community would select the market segment and

housing mix it wants to target in future housing development without regard for future local or regional needs. This City could still meet its fair share housing allocation as determined by the Stanislaus Area Association of Governments (SAAG) under this option, but focus new residential development predominantly on the market sector it wishes to capture.

Option 3 would allow **market forces** to produce the ultimate mix of housing types. The General Plan would simply designate areas for a wide range of housing types and densities. Due to the demand for housing for Bay Area workers and the relatively inexpensive cost of land in Patterson, this could lead to the development of homes geared toward first-time home buyers.

Option 4 reflects a **"jobs-housing balance"** concept. The concept of balancing housing development with employment generation involves three fundamental relationships: 1) the spatial relationship between employment centers and housing developments; 2) the numerical balance between the number of employees generated by non-residential development and the number of units developed in residential development; and 3) the relationship between the cost of housing developed and the income levels associated with jobs generated in non-residential developments.

Planning for a jobs-housing balance largely aims at reducing traffic impacts associated with commuting. In a perfectly balanced community, the local housing stock would provide enough units in appropriate price ranges to accommodate workers within the community, even though all workers would not necessarily live in the community.

While the trend in Patterson has been moving towards providing homes for Bay Area employees, future commercial and industrial growth in Patterson and countywide could arrest this trend to some extent. Failing to serve the housing demand for Bay Area workers in the near term, however, could slow down residential growth.

ISSUE 6: NEW COMMERCIAL/OFFICE DEVELOPMENT

Background

According to the 1988 Land Use Survey prepared for the General Plan program, about 25 acres of land within the Patterson city limits are currently devoted to commercial and office uses. Patterson's retail activity is centered in the downtown core area. There is also a commercial strip along the west side of Highway 33.

This small, downtown commercial area has served Patterson's relatively small urban population well. Future commercial development in downtown, however, is limited due to its size and circulation pattern. The development of commercial areas outside the downtown area could decrease the use of downtown shops, and, as has occurred in other cities, lead to the decline of the historic downtown area. Issues related to downtown are discussed further in Issue 6, "Downtown." The city also currently has limited office space; as the city grows it will require additional office space for increased personal and professional services.

The volume of retail sales activity in a city is primarily a function of its service area population. Most of Patterson's retail sales are from sales of convenience goods. Patterson experiences substantial commercial sales "leakage" to Modesto, Turlock, and other larger cities where selection is better and prices are more competitive. Purchases of comparison goods occur primarily out of town.

Commercial development at the I-5 interchange to serve traffic along the highway, including truck stops, motels, restaurants, and service stations, would have fiscal benefits to the City. However, cities must develop in a contiguous pattern, rather than in peninsulas of development, which means that including a commercial area at the interchange within the General Plan would mean allowing development of much of the area between the existing city limits and I-5.

To avoid strip commercial development along major thoroughfares, especially on Sperry Avenue, and to protect the core downtown area from deterioration, the city must concentrate new commercial areas in strategic nodes. These new commercial nodes might be located at the intersection of Sperry and Ward, along Las Palmas Avenue at the city's eastern entry, and at the I-5 interchange. Figure 3 shows the locations of the existing commercial area and potential new commercial/office nodes.

Key Questions

- How much larger a share of retail sales can Patterson be expected to capture?
- What kind of commercial development should be emphasized?
- Where are the best locations for future commercial development?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Allow *market forces* to dictate the type and amount of future commercial/office development.

Option 2: Designate *specific nodes* for commercial/office development to complement the downtown commercial area.

Option 3: Encourage *commercial development at the I-5 interchange*.

Implications/Discussion

Patterson's existing 25 gross acres of commercial/office development works out to about 4 gross acres of commercial development per 1,000 population. This ratio appears to be low for estimating future commercial potential, as recent residential development has occurred so rapidly that accompanying commercial development has lagged and because Patterson can expect to capture a greater share of retail sales as it grows. A ratio of 10 to 15 acres per 1,000 population is typical for communities in the 10,000 to 25,000 population range and would seem to be a better guideline for estimating future commercial/office development potential. This would mean that Patterson would require about 100 to 150 acres for commercial and office uses at 10,000 population, 150 to 225 at 15,000 population, 200 to 300 acres at 20,000, etc. These numbers do not include the potential for highway commercial development at I-5 or the additional land that would be required if Patterson were to develop as a significant West Side commercial hub.

Under Option 1, the General Plan would designate areas for commercial/office development and allow *market forces* to determine the type and rate of future development.

Under Option 2, the General Plan would designate *specific nodes* for commercial/office development in an attempt to protect the vitality of the downtown area. This could be done by limiting the amount of future commercial/office development to areas which complement the downtown area, or by limiting some types of commercial uses to the downtown area only.

Under Option 3, the General Plan would designate an area for *commercial development at the I-5 interchange*. This kind of commercial development could have significant fiscal benefits to the City from the sales tax revenues. However, the city would have to develop in a contiguous fashion west to I-5 to include the interchange in the General Plan. Care would have to be taken to avoid conflicts with Patterson Airport. This option would also involve significant extensions of the City's water, sewer, and drainage systems.

It should be noted that land at the interchange is currently designated for highway commercial under Stanislaus County's General Plan and zoning, which means that highway commercial uses will likely develop even if the Patterson General Plan does not include the interchange. Under this scenario, the City would not receive any of the fiscal benefits associated with highway commercial development, and it could siphon commercial development away from Patterson.

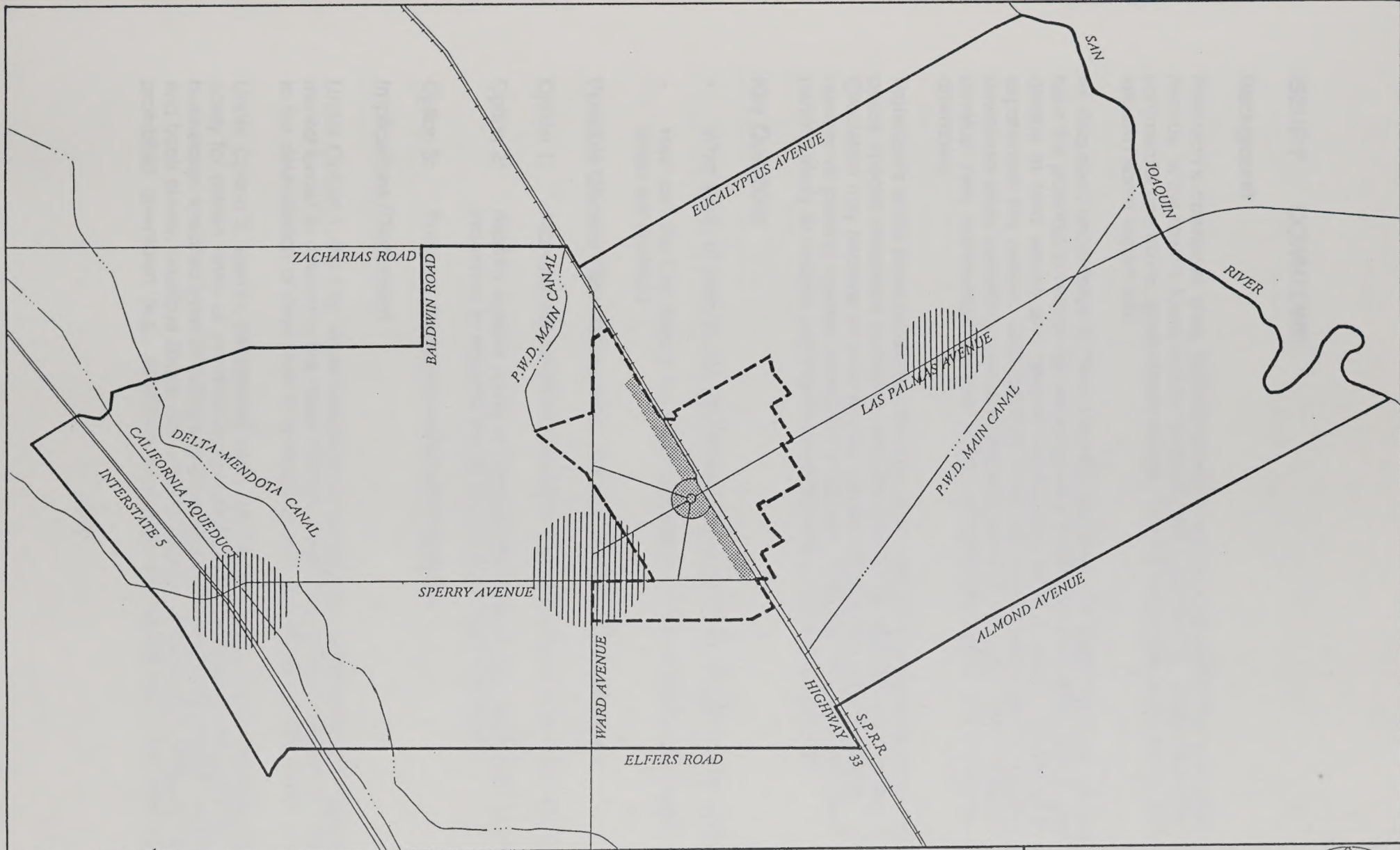
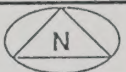
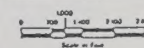


Figure 3

POTENTIAL NEW COMMERCIAL/OFFICE DEVELOPMENT AREAS

- Existing Commercial/Office
- Potential Commercial/Office Nodes



Patterson
Planning Area

ISSUE 7: DOWNTOWN

Background

Patterson's downtown area, defined generally as the area within the perimeter of El Circulo Avenue, is the town's focus and its historical and cultural hub. Uses downtown include retail commercial operations, government offices, financial institutions, restaurants, and parks. There are also some vacant lots.

As discussed under Issue 5, "New Commercial/Office Development," new commercial centers have the potential to reduce the attractiveness of downtown for commercial uses, leading to a decline in land values and general deterioration of downtown. Many communities have experienced this pattern. Unfortunately, there are no easy methods for retaining the vitality of downtown while permitting new commercial centers to develop. One strategy, however, is to develop new commercial centers which complement rather than compete directly with downtown.

Patterson's radial street pattern is the city's most distinctive physical feature. However, it also poses special circulation problems with the two circles and five- and six-way intersections. Circulation may become an even greater concern as citywide traffic increases. In addition, the number of parking spaces downtown is limited. The City has commissioned a downtown parking study to analyze parking trends and identify possible alternatives.

Key Questions

- What kinds of uses should the General Plan provide for the downtown area?
- How can the City assure the continued vitality of the downtown as satellite commercial areas are created?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Allow *market forces* to determine the future kinds of development downtown.
- Option 2: *Restrict certain kinds of commercial uses* to the downtown area, or provide incentives to establishing certain kinds of uses downtown.
- Option 3: Pursue a *downtown revitalization program*.

Implications/Discussion

Under Option 1, the City would designate other areas for commercial development and allow *market forces* to determine the future character and types of uses downtown. This could lead to the deterioration of downtown if commercial activity is siphoned off to other areas.

Under Option 2, *restrict commercial uses*, the General Plan would designate the downtown solely for certain kinds of commercial uses (e.g., small-scale retail uses and personal service businesses, specified types of eating and drinking establishments, specialty food markets, music and book stores, boutique shops, and antique stores). Other new commercial uses could be prohibited downtown (e.g., additional non-retail commercial uses and bars without eating

facilities, banks, and larger offices). While existing uses downtown would not be affected, as non-conforming uses turned over, they would be replaced by the permitted uses. This would maintain greater activity downtown and protect its vitality.

Under Option 3, the City would institute a **downtown revitalization program**. Elements of this program could include: the establishment of architectural controls to maintain the historic architectural style in new construction and to protect existing buildings; incentives for improvements of existing buildings; development of more public parking; landscaping; public benches, sidewalk improvements or treatments, and other amenities. A downtown revitalization program would serve to preserve the historic identity and character downtown. Another important function it could serve would be to strengthen the downtown prior to development of a new commercial area.

ISSUE 8: NEW INDUSTRIAL DEVELOPMENT

Background

According to the 1988 Land Use Survey prepared as part of the General Plan program, Patterson has about 93 acres of land devoted to industrial uses. Patterson Frozen Foods is the city's largest industry and major employer.

In 1988, the City commissioned a Target Industry Identification Report by Economic Development Services (EDS), using funds from a State Rural Renaissance Grant. The report identified a number of manufacturing, office/clerical, and distribution industries as the most promising targets for recruitment by the City.

EDS prepared a comparative rating of Patterson's locational strengths and weaknesses relative to competing communities. According to the EDS study, Patterson's primary advantages compared to these communities were: entry-level and semi-skilled wage rates and labor availability, industrial land prices, distribution and transportation services, proximity to markets and suppliers, cost of housing, and community environment. One disadvantage the report cited is a lack of available industrial lands for new industrial development.

Patterson's industrial area has historically been focused along the railroad tracks, obviously due to importance of rail lines for shipping. The railroad has diminished in importance for industry, however, as shipping by truck has become more popular. Patterson's proximity to I-5 is therefore a prime advantage. Given the importance of I-5 to new industrial development and the circulation constraints for truck travel across the railroad tracks, potential new industrial areas are limited to an extension of the existing industrial area to the south, or in the Sperry Avenue vicinity west of the city. Figure 4 illustrates the existing and potential industrial areas.

Key Questions

- How much future industrial development should there be?
- What type of future industrial development should be provided for in the General Plan?
- Where is (are) the best location(s) for new industrial development?
- Should the existing industrial area along the railroad be maintained?
- Should the City actively seek out or provide incentives for new industrial development?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Continue to focus on the area along Highway 33 and the *railroad tracks* as the primary industrial area in the city.
- Option 2: Designate another area or areas with good *access to I-5* for new industrial development, providing for compatibility with surrounding land uses, and at the same time keep the railroad-oriented industrial area.

Option 3: **Aggressively market** and/or provide incentives for new industrial development in Patterson.

Option 4: Designate land for industrial uses, but allow **market forces** to determine what type of industry develops and the rate at which it develops.

Implications/Discussion

Under Option 1, industrial uses in the city would remain in the same area they occupy presently, along the eastern side of the **railroad tracks**. Some new industrial development could take place south along Highway 33, although this could conflict with residential development and could add to traffic problems.

Under Option 2, the existing industrial area would remain, and additional land would be designated for industrial development **closer to I-5**, probably in the form of an industrial park. This would allow additional industrial development to take place in the city, and appropriate buffers could be created to minimize conflicts. Disadvantages to this option are the costs of extending water and sewer services to the west. Because of the competition for new industrial development, it is unlikely that the City could place the full costs of extending services on new industrial developers without discouraging new development.

Under Option 3, the City would use the Target Industry Identification Report and institute a **marketing campaign** to attract new industry. The City might also offer a number of incentives, (e.g., discounted land costs, subsidized infrastructure improvements) to make Patterson more attractive. This option would allow the City to determine the type of industry it wishes to attract and could create employment in Patterson. However, such a program would entail administrative costs and could have significant fiscal impacts on the city, depending on the types of incentives offered.

Option 4 would allow **market forces** to determine the type and rate of new industrial development. The City would provide no incentives or encouragement. This could lead to a slower rate of industrial development or to industrial development other than desired by the community.

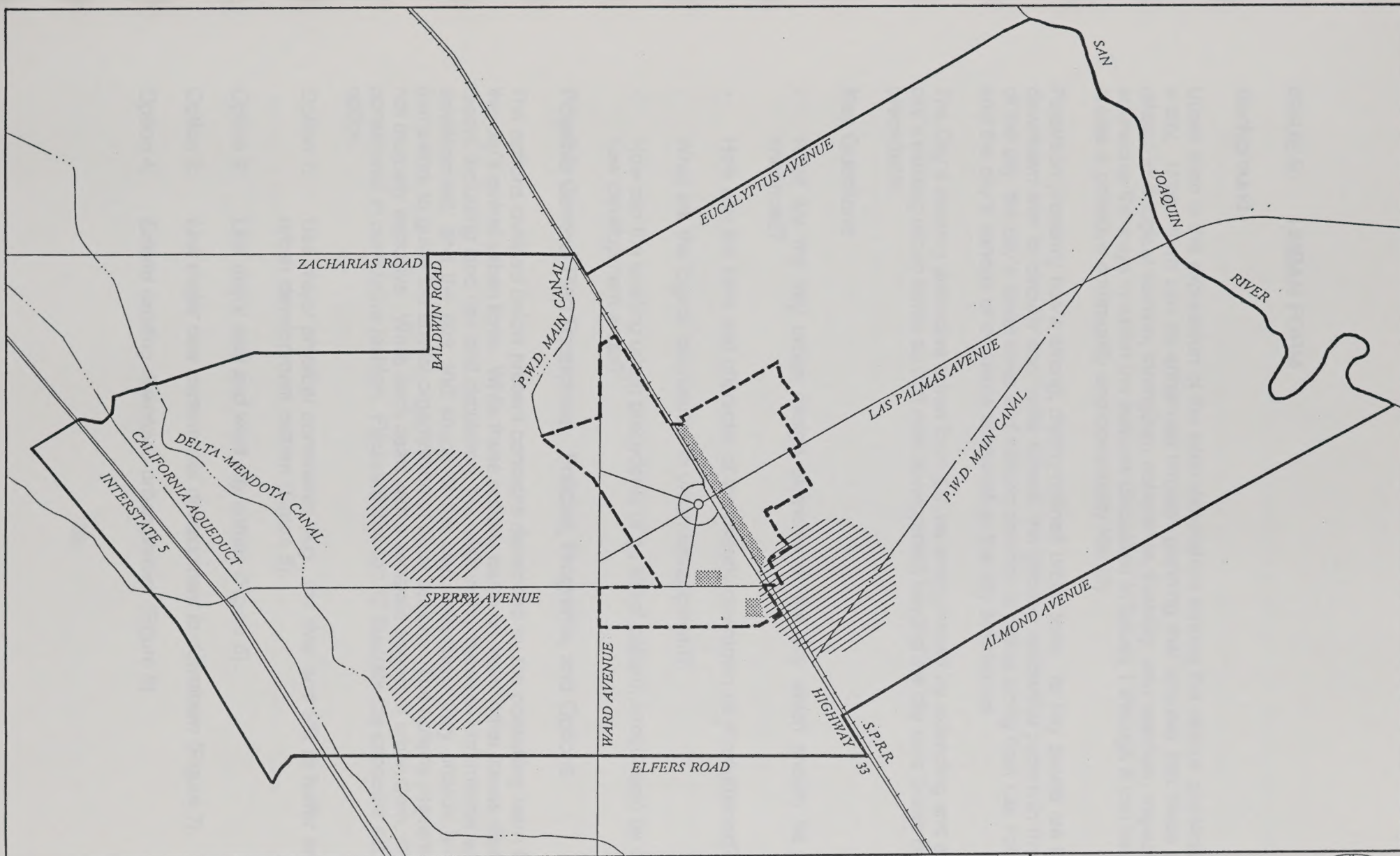
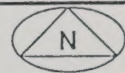
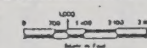
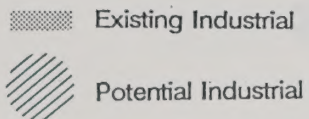


Figure 4
POTENTIAL NEW INDUSTRIAL DEVELOPMENT AREAS



**Patterson
Planning Area**

ISSUE 9: URBAN FORM

Background

Urban form is the expression of the interrelationships among the various physical elements of a city. Urban form can be enhanced through planning that ensures that these elements are related in a logical fashion, strengthen coherence, livability, and aesthetic appeal. This issue addresses the ways in which the features discussed in Issues 1 through 8 can be combined to create a cohesive community and community identity.

Patterson presently has a strong, clearly-defined urban form. Its key assets are the distinctive downtown with its circular and radial streets, the gridded residential pattern in the historic part of the city, the city's street trees and historic corridor of palms along East Las Palmas Avenue, and the city's canopy of orchards surrounding the city boundaries.

The City's existing distinctive urban form can be strengthened by extending and amplifying the city's existing urban forms so that new development beyond the city core draws on the existing precedents.

Key Questions

- What are the key urban design elements of the city which should be protected or enhanced?
- How can the form and character of the historic downtown be strengthened?
- What are the logical boundaries to urban development?
- How can the existing urban precedents (e.g., street pattern, street trees) be extended into new development areas?

Possible General Plan Responses: Policies, Programs, and Options

The options outlined below present concepts developed by the consulting team to strengthen the city's overall urban form. While these options touch on many other issues discussed in this report, including land use and circulation, the relationship between commercial and residential development, and the size and shape of the city, collectively they provide an overarching framework to guide the spatial organization of other options. The options presented below are not mutually exclusive. While each deals with a separate aspect of urban form, they should be considered in cumulative fashion. Figures 5 through 12 illustrate the concepts set forth in each option.

- Option 1: Use major *physical constraints* (e.g., the river and I-5) *to buffer and shape* the urban development pattern (Figure 5).
- Option 2: *Link major east and west city entries* (Figure 6).
- Option 3: *Link major new commercial development to downtown* (Figure 7).
- Option 4: *Extend existing downtown urban pattern* (Figure 8).

- Option 5: ***Integrate canals into development/land use pattern*** (Figure 9).
- Option 6: ***Extend suburban street patterns*** around downtown/urban pattern (Figure 10).
- Option 7: ***Reinforce major street tree/boulevard plantings*** (Figure 11).
- Option 8: ***Maintain orchards*** at urban fringe (Figure 12).

Implications/Discussion

Under Option 1 (Figure 5), ***major development constraints*** (i.e., the river, I-5, Crows Landing Air Field buffer, and the floodplain to the north) would ***buffer and shape*** the city's development pattern. Extensive setbacks from the San Joaquin River and I-5 would be maintained to provide an open space buffer around the urban area and to retain the surrounding rural character.

Under Option 2 (Figure 6), the city's development pattern would be shaped by ***linking the major east and west city entries***. The city has two primary entries into town: the San Joaquin River bridge (J17) to Modesto and Turlock to the east, and the interchange at Sperry Avenue and I-5. The north and south entries on Highway 33 are only of secondary importance. These four points define a diamond-shaped area within which most, if not all, new development should be located, to make ingress and egress as easy as possible. Given the importance of the bridge and the interchange (the only I-5 access for four miles), new development should be concentrated or focused along the major east-west road system.

Under Option 3 (Figure 7), ***major new commercial development would be located close to and strongly linked to downtown***. In order to encourage new and existing commercial uses to "grow together" (both literally and figuratively), and to establish a mutually supportive physical as well as economic environment. This should avoid or minimize the possibility of new commercial areas depressing the existing downtown. The goal is to allow a unified and expanded "downtown" to emerge over time with the old downtown and new commercial areas forming nodes at opposite ends. Civic and institutional uses could be located along the intervening link between the old and new commercial areas. This would make Las Palmas Avenue the primary downtown street.

Under Option 4 (Figure 8), the original urban pattern of the city's core would be ***extended***. The residential ***grid street pattern*** would be continued west to Salado Creek and south to Sperry Avenue. Las Palmas Avenue would be extended through to connect to Sperry. Existing schools would then be in the "center of town." The historic, circular, radial, and grid street pattern would be used to create a second commercial focus to link the new downtown commercial area to suburban development located to the west and northwest. The grid street pattern would create a better pedestrian and urban scale, and it could better accommodate higher residential densities, if these are desirable.

Option 5 (Figure 9) would ***integrate the canals*** in the area ***into the development and land use pattern***. Canals would be used as positive open space elements, with linear landscaped areas and paths created along the canals. The canals would also serve as boundaries for suburban neighborhoods.

Figure 5

URBAN FORM: OPTION 1
(Use major constraints to buffer and shape development pattern)

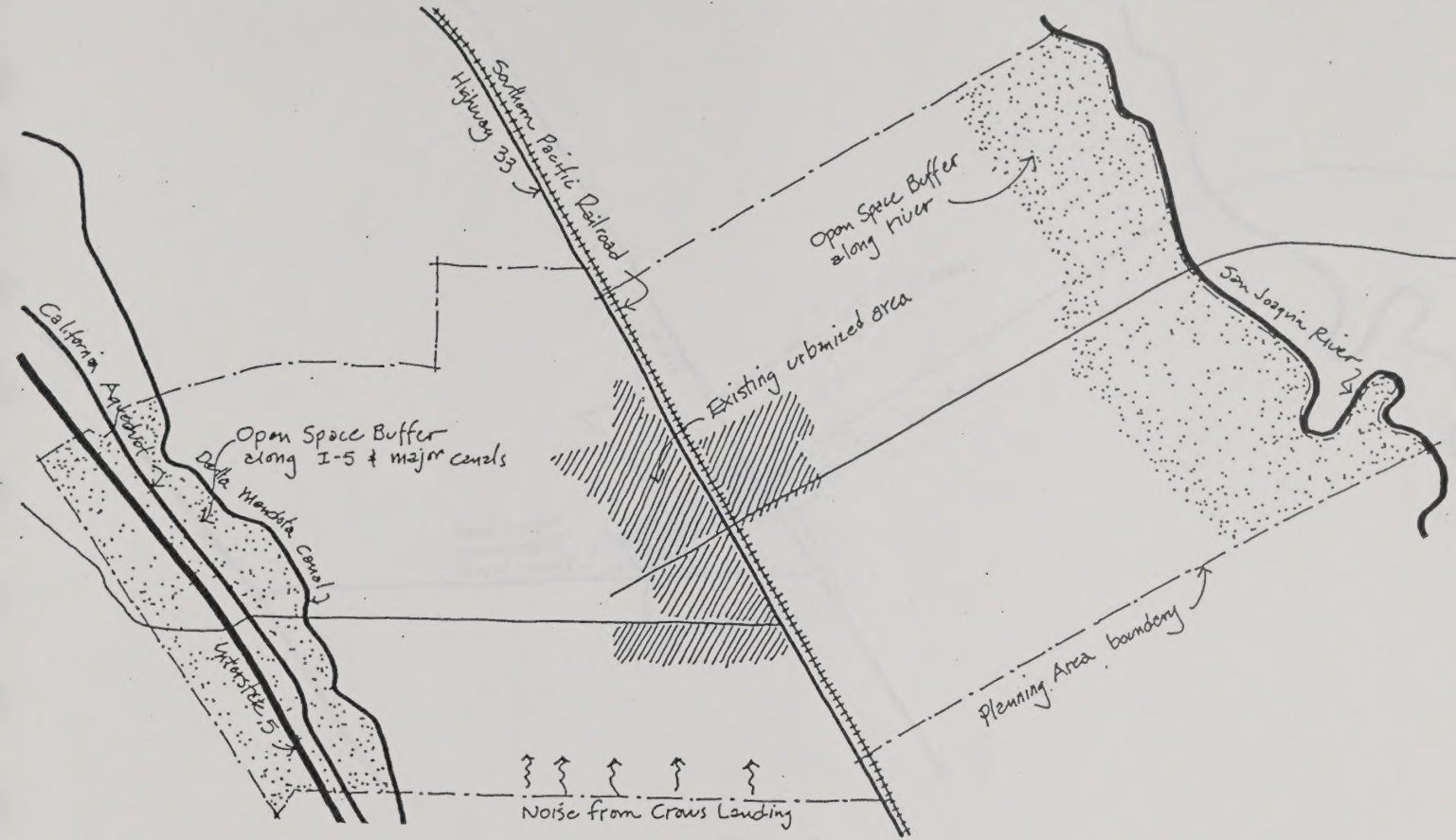


Figure 6

URBAN FORM: OPTION 2
(Link major east and west city entries)

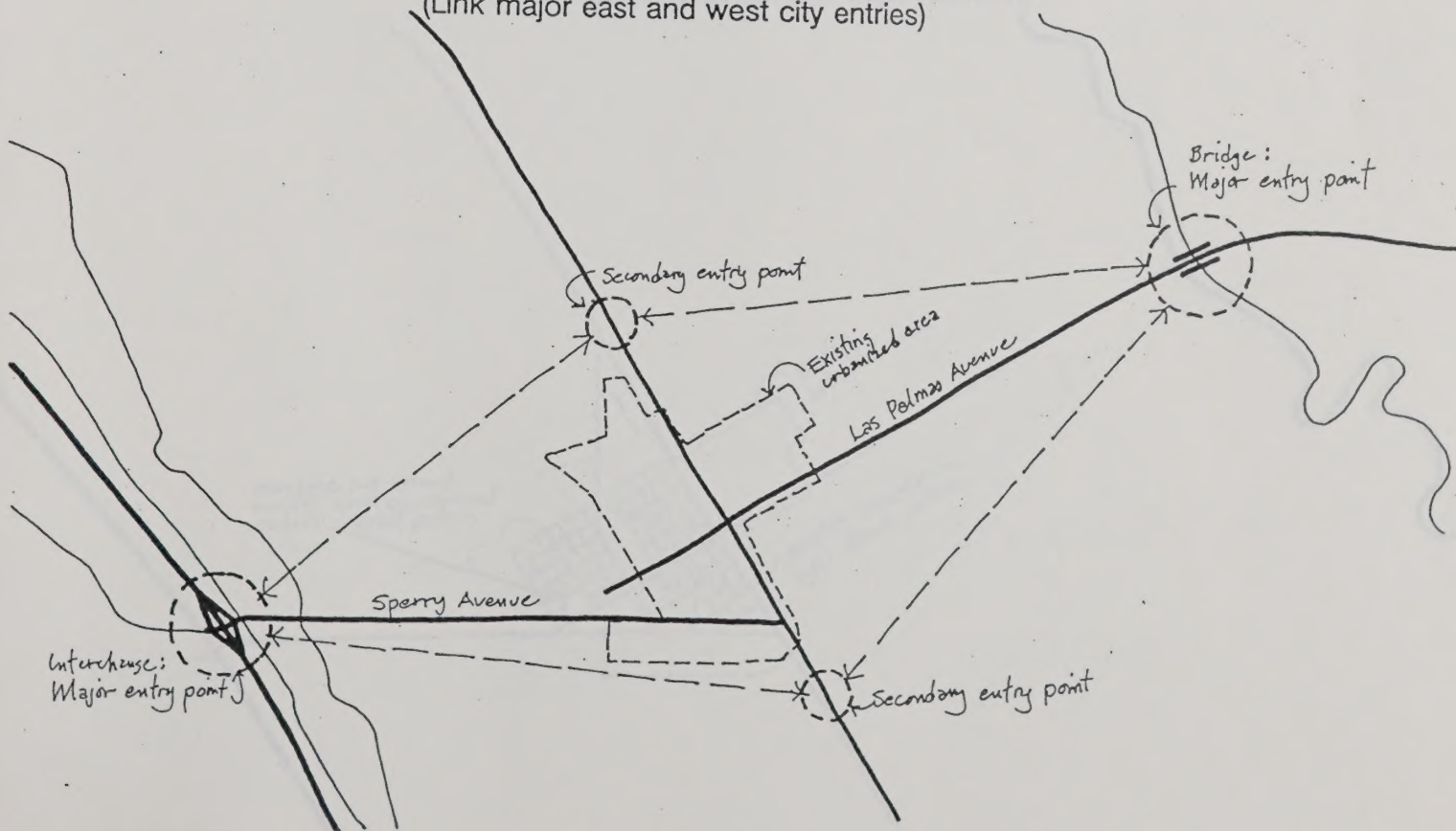


Figure 7

URBAN FORM: OPTION 3
(Link major new commercial development to downtown)

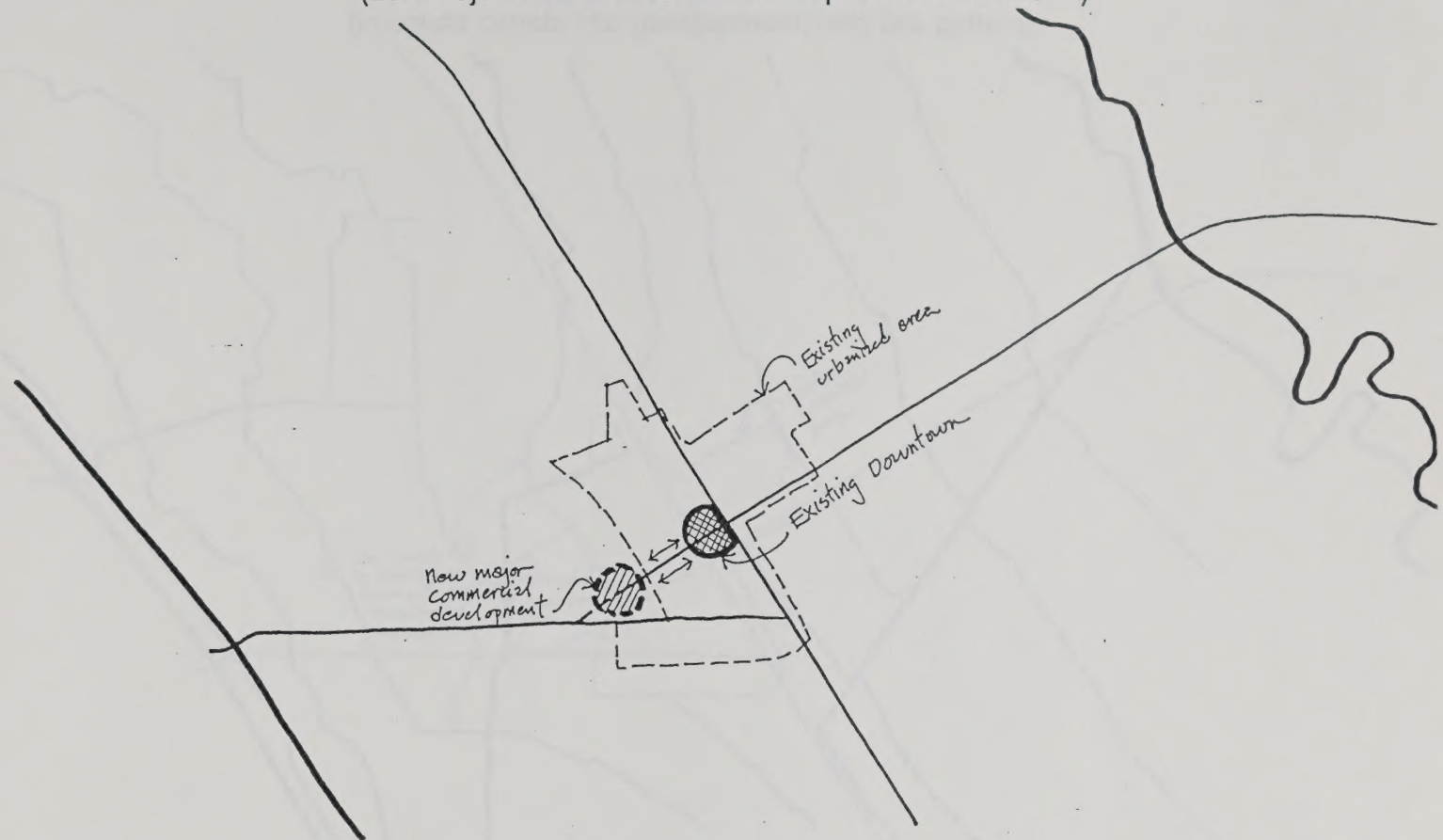


Figure 8

URBAN FORM: OPTION 4
(Extend existing downtown urban pattern)

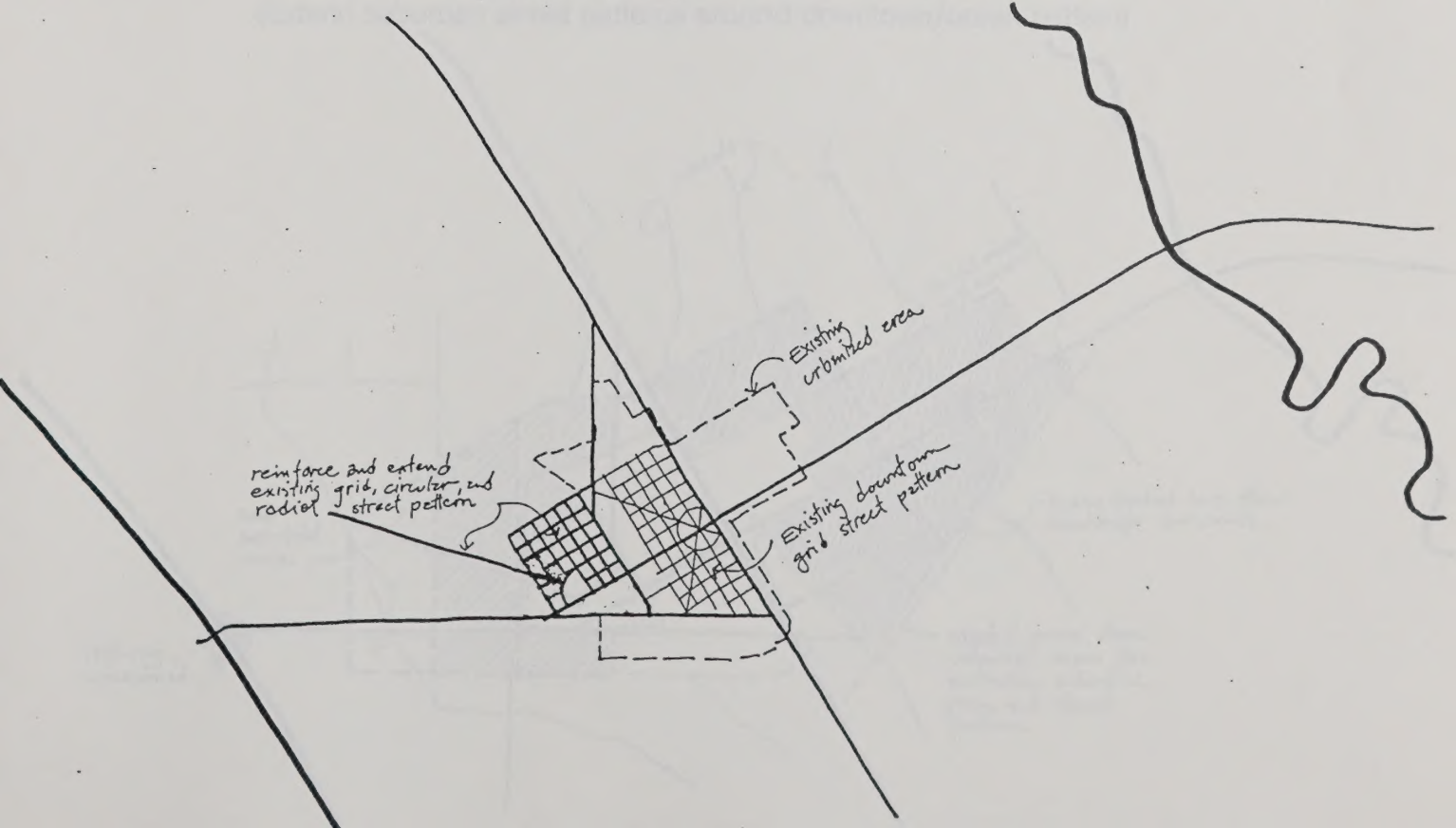


Figure 9

URBAN FORM: OPTION 5
(Integrate canals into development/land use pattern)



Figure 10

URBAN FORM: OPTION 6
(Extend suburban street patterns around downtown/urban pattern)

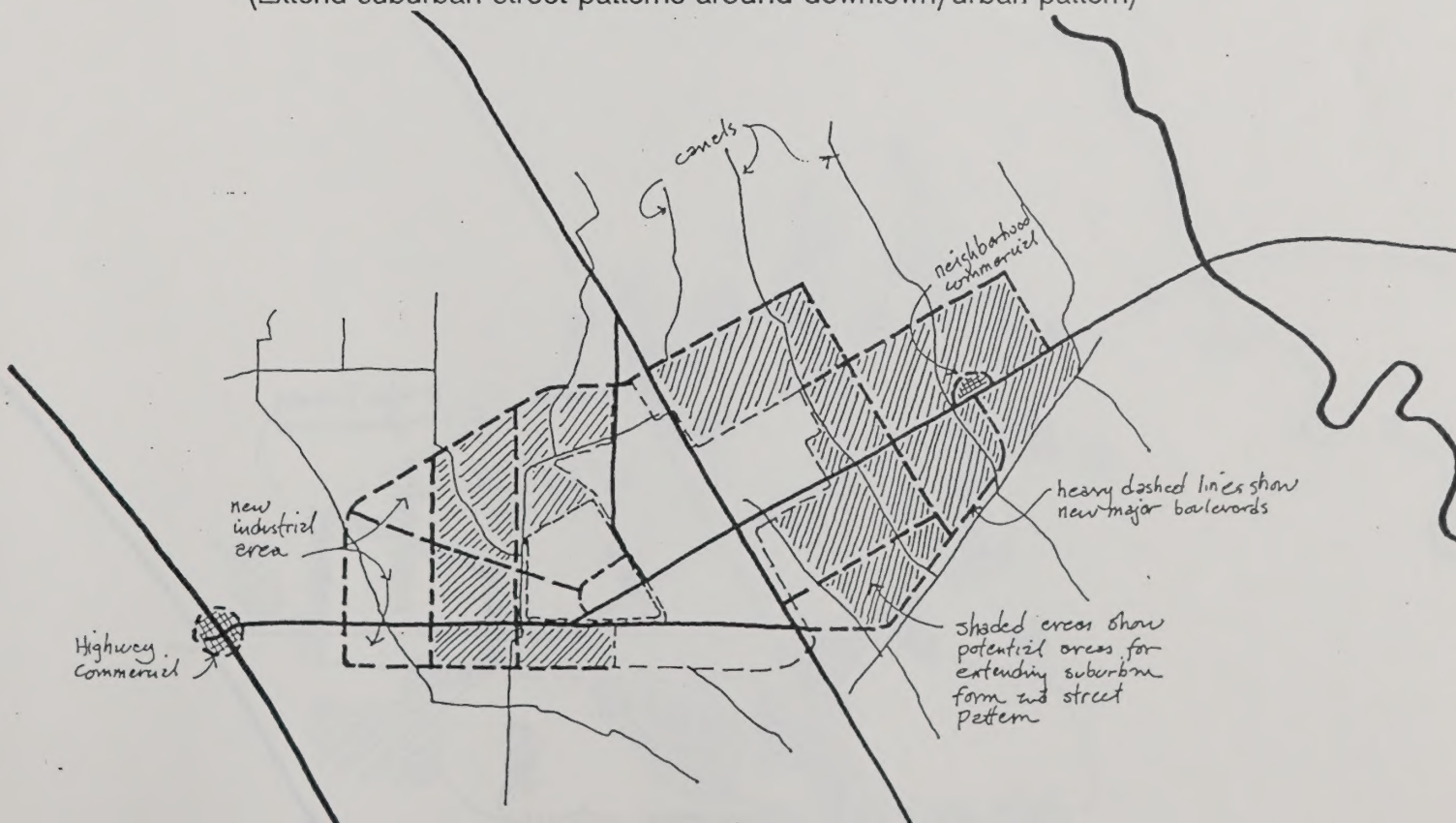


Figure 11

URBAN FORM: OPTION 7
(Reinforce major street tree/boulevard plantings)

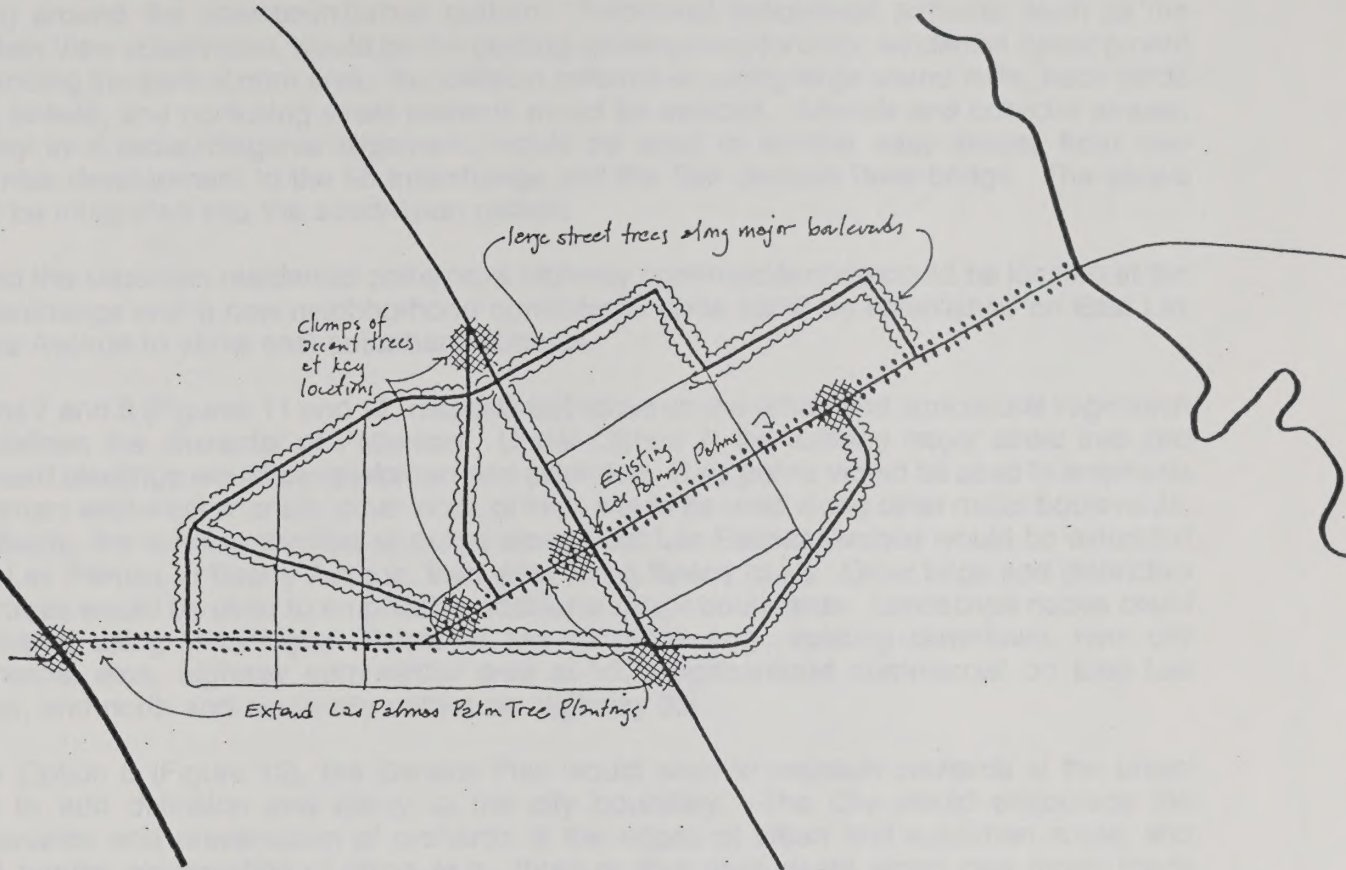
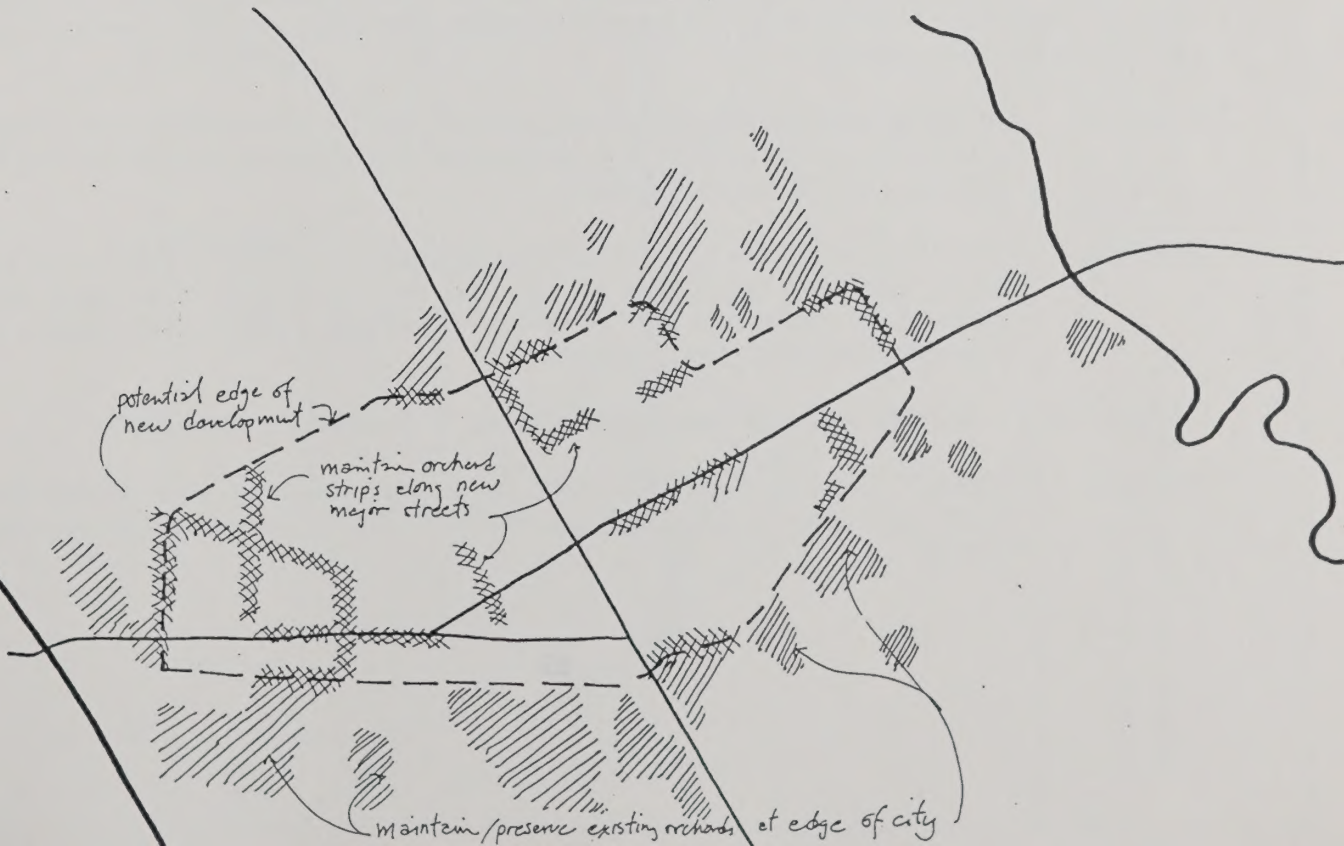


Figure 12

URBAN FORM: OPTION 8
(Maintain orchards at urban fringe)



Option 6 (Figure 10) would extend traditional **suburban street patterns** (e.g., cul de sacs, curving streets) around the downtown/urban pattern. Traditional subdivision patterns, such as the Mountain View subdivision, would be the guiding development form for residential development surrounding the central core area. Subdivision patterns requiring large sound walls, back yards facing streets, and confusing street patterns would be avoided. Arterials and collector streets, possibly in a radial/diagonal alignment, would be used to provide easy access from new residential development to the I-5 interchange and the San Joaquin River bridge. The canals would be integrated into the subdivision pattern.

Beyond the suburban residential patterns, a highway commercial node could be located at the I-5 interchange and a new neighborhood commercial node could be established on East Las Palmas Avenue to serve east suburban residents.

Options 7 and 8 (Figures 11 and 12, respectively) focus on the urban and agricultural vegetation as it defines the character of Patterson. Under Option 7, the existing **major street tree and boulevard plantings** would be **reinforced** and extended. Date palms would be used to emphasize the primary east-west arterials; other kinds of trees would be used along other major boulevards. Specifically, the existing corridor of palms along East Las Palmas Avenue would be extended along Las Palmas to Sperry Avenue, then west along Sperry to I-5. Other large and distinctive street trees would be used to emphasize additional major boulevards. Landscape nodes could be created using Washington Palms at key locations (e.g., existing downtown, new city commercial area, highway commercial area at I-5, neighborhood commercial on East Las Palmas, and north and south city entries on Highway 33).

Under Option 8 (Figure 12), the General Plan would seek to **maintain orchards** at the urban fringe to add definition and clarity to the city boundary. The City would encourage the maintenance and preservation of orchards at the edges of urban and suburban areas, and would require preservation of strips (e.g., three or four rows deep) along new major roads and/or developments to provide visual separation and help retain agricultural qualities. The City would encourage new orchards to locate at the new edges of town. New developments displacing orchards would be encouraged to retain some of the orchard trees within the development pattern.

ISSUE 10: CIRCULATION/TRAFFIC

Background

Patterson's current traffic volumes are, for the most part, within the traffic-carrying capacity of the city's streets; however, future development could result in traffic increases which might create traffic problems at some locations.

Future circulation/traffic issues that will arise will be largely dependent on the land use pattern established in the General Plan. While specific proposals for needed roadway improvements will be developed as part of the General Plan, the options outlined below are more general in nature. These circulation options should be considered in conjunction with options for urban form and the type and amount of new development.

Key Questions

- How can the City reduce traffic and circulation problems associated with the downtown Plaza circle and radial street pattern?
- What new circulation improvements will be needed to accommodate future growth (e.g., new roadways, road widenings, traffic signals)?
- What are the alternatives to East Las Palmas Avenue for facilitating east-west travel?
- How can/should major circulation improvements be funded?
- What should the roadway pattern be in new areas of development and how should those roadways be connected to the existing roadway network?

Possible General Plan Responses: Policies, Programs, and Options

The options outlined below are grouped by the type of circulation issue which they address. Options 1 and 2 address traffic and circulation patterns associated with the downtown circles and the radial street pattern.

Option 1: Take a *restrictive approach* to traffic control, such as channelizing traffic to certain routes, closing some legs of 5- or 6-legged intersections, and prohibiting some traffic movements at key locations.

Option 2: Take a less restrictive, more *traditional approach*, to traffic control, (using typical traffic engineering techniques such as installation of Stop or Yield signs, painted or raised channelization, and pavement markings), retaining the existing traffic movement and circulation patterns.

Options 3 and 4 address east-west circulation. Figure 13 illustrates these options.

Option 3: Establish a *bypass route* from East Las Palmas swinging *south of the existing* developed portion of the city to connect with Sperry Avenue on the west side of the city.

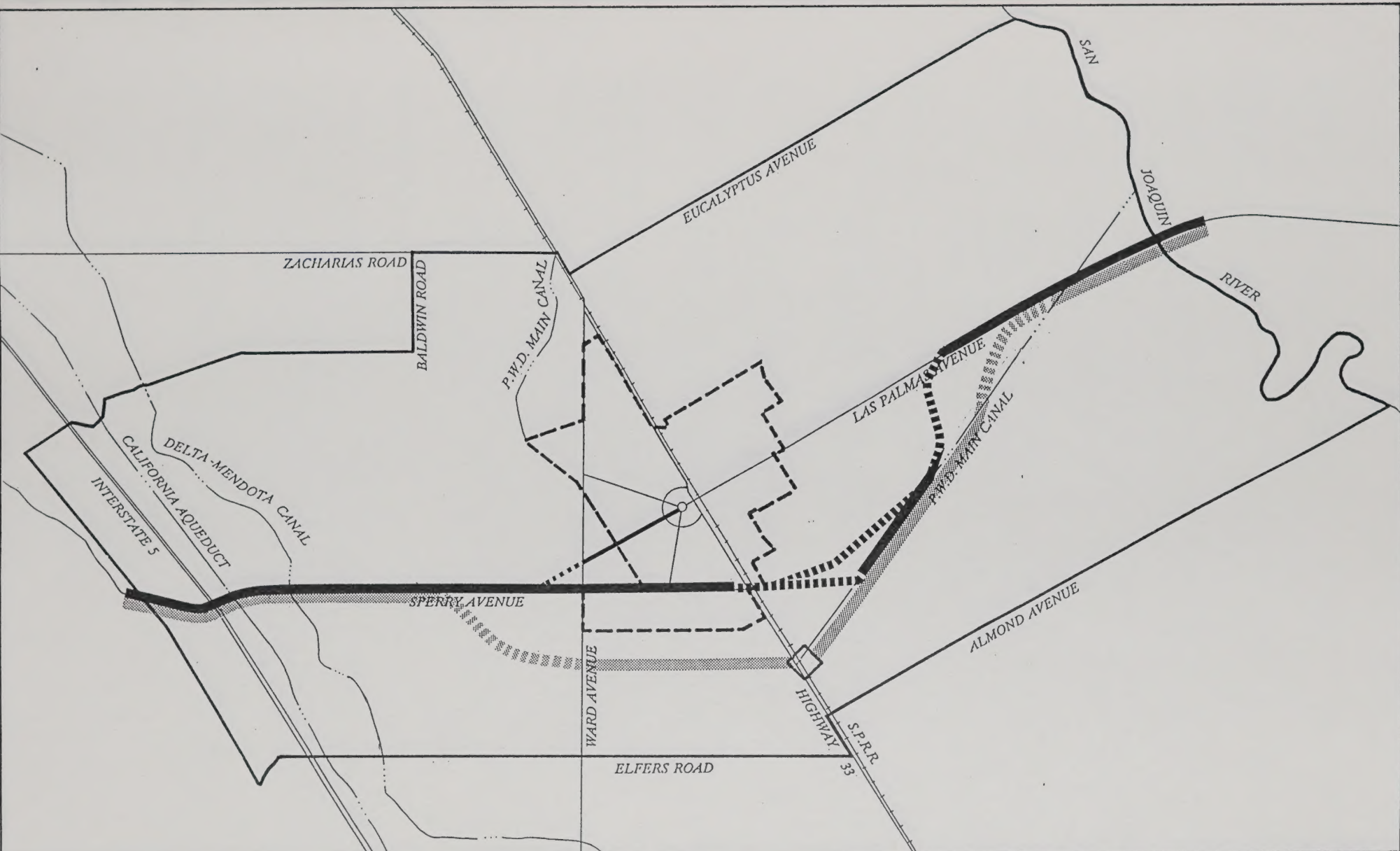


Figure 13
EAST-WEST CIRCULATION OPTIONS

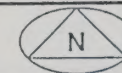
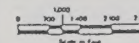
— CIRCULATION: Option 3

- - - CIRCULATION: Option 4

..... Existing Alignment (May Need Improvement)

..... Potential Future Alignment

◇ Potential Future Railroad Crossing



**Patterson
Planning Area**

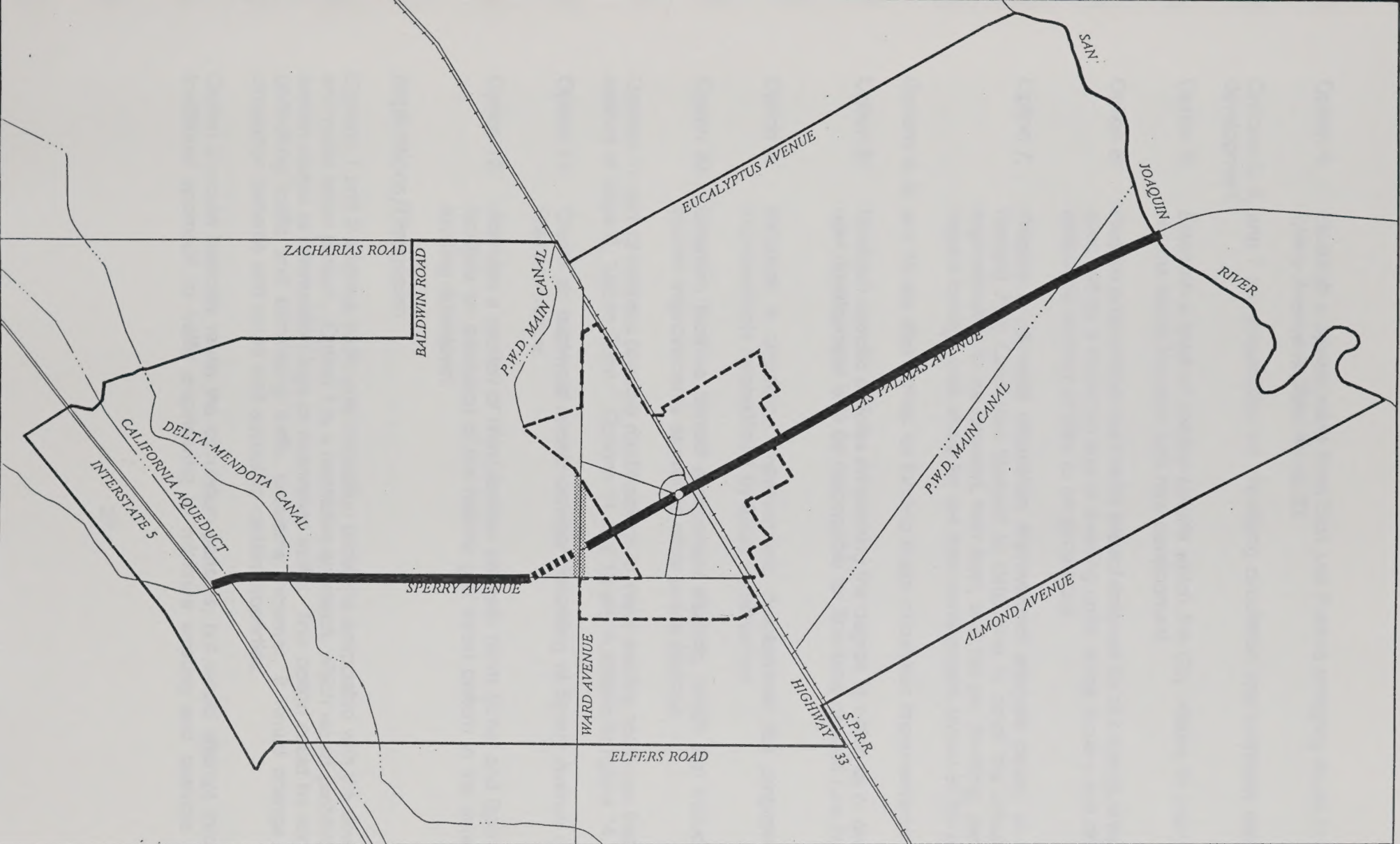
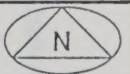
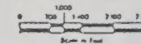


Figure 14

POSSIBLE MODIFICATIONS TO EXISTING ROADWAYS

- CIRCULATION: Option 11 (Las Palmas/Sperry Scenic Corridor)
- CIRCULATION: Option 12 (Section of Ward Avenue for possible abandonment)
- New Alignment



**Patterson
Planning Area**

Option 4: Establish a *bypass route* from East Las Palmas swinging south to *connect with Sperry Avenue at State Route 33*.

Options 5, 6, and 7 are possibilities for identifying circulation improvements required by new development.

Option 5: *Establish a level of service criteria* which the City wishes to maintain as traffic volume levels increase with new development.

Option 6: Require *project-by-project traffic impact analyses* for all projects of significance (as specified by a minimum size in dwelling units, acres, square feet of floor area, or estimated number of trips to be generated).

Option 7: Prepare a *city-wide circulation improvement analysis* based on the adopted General Plan Land Use Element to determine in detail the circulation system improvements to be required, their cost, and the per dwelling, per acre, or per square-footage cost share for the new development shown in the plan.

Options 8, 9, and 10 are alternatives for funding major circulation improvements.

Option 8: Establish specific *policies concerning* the degree to which all or certain types of *new development is to be responsible* for financing needed new improvements.

Option 9: Establish a circulation improvements *development fee program* to pay for improvements necessitated by future development.

Option 10: Establish facilities *benefit assessment districts*, which can include circulation system improvements as well as other public facilities.

Options 11 and 12 address possible modifications to major existing roadways that relate to the options in Issue 9, "Urban Form." Options 11 and 12 are illustrated in Figure 14.

Option 11: Create an *east-west scenic corridor* consisting of Sperry Avenue and East Las Palmas Avenue.

Option 12: *Abandon a section of Ward Avenue* between Ninth Street and Sperry Avenue to facilitate an extension of the historic grid street pattern in the area west of the existing downtown.

Implications/Discussion

Options 1 and 2 address traffic and circulation problems associated with the downtown circle and radial street pattern. Option 1 is a *restrictive approach*, which would prohibit traffic along certain routes or intersection legs or channelize traffic. This option could be very effective in controlling traffic and eliminating traffic problems; however, it would change the existing circulation patterns and could limit access to certain properties.

Option 2 would basically retain the circulation patterns, but would attempt through a more *traditional approach* to traffic engineering to minimize existing and possible future traffic

problems. The most appropriate option may largely depend on the amount of new traffic downtown that new development will generate.

Options 3 and 4 address east-west circulation. These options are illustrated in Figure 13. Under Option 3, the City would work with the County to establish a **bypass to divert traffic away from East Las Palmas to I-5**. This would reduce traffic impacts on Las Palmas and streets downtown; however, it would be very expensive. Depending on the land use pattern established in the General Plan, there may not be sufficient traffic to warrant a major bypass. If new development is focused primarily to the west, a bypass may not be required.

Under Option 4, the City would seek to develop a **smaller bypass as an extension of Sperry Avenue across the Southern Pacific Railroad** tracks to divert traffic east of Highway 33 along a new southern arterial rather than along Las Palmas and south along Second Street. This would be less expensive than the bypass discussed under Option 3 as less street length would be required and much of the new street could be financed by new development.

Options 5, 6, and 7 are three alternatives for identifying necessary future roadway improvements, although Option 5 can be combined with either Option 6 or 7.

Under Option 5, the City would establish a specific **level of service criteria** for city roadways. "Level of Service" criteria can be identified which generally reflect the percentage of a roadway's "capacity" used by peak hour traffic. Service levels are identified by the alphabetic characters A, B, C, D, E, and F, with A representing the best (most free-flowing) peak period traffic conditions and F representing the worst conditions, with traffic volumes in excess of hourly capacity levels. While some major urban areas have decided that traffic volumes up to level of service E are acceptable, many smaller communities have decided that level of service B or C is the maximum level of traffic that will be permitted under the General Plan. Under Option 5, new development would have to demonstrate that traffic generated would not exceed (i.e., be worse than) the specified service level.

Option 6 would require new development **projects to prepare traffic impact analyses**. Such traffic analyses should determine existing conditions, cumulative conditions with already approved or pending developments, and after-project conditions when added to the cumulative traffic levels. These analyses should also determine the improvement measures required to maintain the City's adopted service level at the total projected traffic levels and the responsibility for funding those improvements. This would provide for traffic analysis on an ongoing basis and would be less costly to the City because new development would pay for the analyses. This option, however, is a piecemeal approach and the cumulative traffic picture could be overlooked or underestimated by such a scheme.

Under Option 7, the City would prepare a **citywide circulation plan** and improvement analysis based on the land use plan adopted under the General Plan. Such a study could serve as the basis for a development fee program to fund the construction of the circulation improvements identified in the analysis. This option would analyze the cumulative impacts based on full buildout of the General Plan. Under state law, this kind of analysis is required to justify traffic impact fees on new development.

Options 8, 9, and 10 discuss three alternatives for funding major circulation improvements. These options could be combined as an overall strategy for funding new improvements and to retain flexibility.

Option 8 would **establish policies** in the General Plan concerning the degree to which **new development is responsible** for financing needed improvements. There could be a policy requiring all types of new development to finance improvements, or the City could decide to bear some of the costs or to provide incentives or remove disincentives for certain types of attractive developments (e.g., industrial or certain commercial uses).

Under Option 9, the City would establish a **development fee program** to pay for circulation improvements necessitated by future development. Fees could be collected on a project-by-project basis at the time of permit issuance. Fees could be collected on a per-dwelling-unit-basis for residential development and on a per-square-foot-basis for non-residential development. A development fee program would provide for a more comprehensive improvement financing program and could require new developments to pay for more than just frontage road improvements. Option 9 would have to be established after a citywide circulation plan and improvement analysis was completed as described in Option 7 above.

Option 10 would establish **benefit assessment districts** to pay for circulation improvements. Under this option, if a single development would require extension of a major roadway, this development could proceed while assuring the developers that they would get repaid as more development continues.

Options 11 and 12 address the major circulation components proposed under Issue 9, "Urban Form." These options are illustrated in Figure 14.

Option 11 would establish a **scenic corridor** from Sperry Avenue west to a connection to Las Palmas Avenue, east towards the San Joaquin River. A scenic corridor status would serve several functions. The palm trees along East Las Palmas would be extended to join both sides of the city, providing an aesthetic entry to the city from both the east and west. The scenic corridor status would also serve to protect the historic palms along East Las Palmas and in the center of town. Setbacks could be required along portions of Sperry Avenue as development occurred. A scenic corridor status could also establish requirements that utility lines be placed underground.

Option 12 provides for the **abandonment of the section of Ward Avenue** between Sperry and Ninth Street. By eliminating this section of the street, the historic residential grid pattern could be extended without creating intersections at Ward, that would interfere with the grid pattern and create circulation problems. While an existing travel route would be eliminated, new roads which provide for similar access would be established.

ISSUE 11: CIVIC CENTER FACILITIES

Background

Patterson's civic center facilities, including city hall, fire and police departments, post office, courts, and library are all currently located downtown. Most of these facilities are undersized for their present staffing and operational levels. As the city grows, expansion or relocation of some of these facilities will be necessary.

Patterson's city hall and administrative offices are presently operating out of a temporary leased facility. The fire and police stations operate out of the original city hall building. The City collects a facilities fee on new development for the construction of new city offices.

Key Questions

- What is the best location for the City's civic center facilities? Should they all be located downtown?
- Should the City develop civic center facilities large enough to accommodate long-term space requirements or expand on an incremental basis?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Focus *civic facilities* in the *downtown* area.
- Option 2: Build a *major new community facility* to house most or all civic functions.
- Option 3: Develop *civic center facilities as need determines* wherever space becomes available.
- Option 4: Concentrate the City's *administrative offices downtown*, but develop a *civic center complex* to house the police and fire stations, council chambers and meeting rooms, and other public facilities.

Implications/Discussion

Under Option 1, the City's *civic center facilities* would continue to be focused *downtown*. Due to the limited space in the police and fire stations, City Council chambers, and the leased city hall, new buildings would have to be leased, purchased, or developed, and existing facilities would need to be refurbished or expanded. Location of civic facilities downtown would keep downtown as a central focus; however, there are few potential sites for expanded civic use, and there are potential parking and circulation constraints.

Option 2 would provide for the development of a *major new civic center facility* to consolidate most or all of the public facilities. This would have the advantage of providing Patterson with a centralized and modern facility; however, a complex of this size would require more space than is available downtown. Moving city offices out of the downtown area could reduce downtown's focus as the city's hub. (See the discussion under Issue 5, "Downtown").

Under Option 3, the City would not have any established policy on where new civic facilities should be located, but would develop **civic center facilities as need determines** wherever space became available. This might be the most inexpensive option in the short run, but it could lead to fragmented civic facilities which are not sufficient for expansion of City operations over the long-term.

Under Option 4, the **primary civic facilities** would be concentrated **downtown**, including city hall and administrative offices. Other city facilities, however, such as the **police and fire stations** and City Council chambers or meeting halls would be contained in a complex, or community center, **elsewhere**. Library and court facilities might also be included in this community center.

There are a number of possible elements to this option. The City could relocate the police and fire stations from the original city hall building and convert it to administrative offices. Another option would be to purchase the historic Del Puerto Hotel for use as the city hall and administrative offices. The original city hall could then be used for some other city facility (e.g., the police station could use the entire building). It is unknown however, whether the present owner of the Del Puerto Hotel would consider selling the building and how much refurbishing the hotel would require to convert it to administrative offices.

ISSUE 12: HOSPITAL/HEALTH FACILITIES EXPANSION

Background

Del Puerto Hospital, one of only two hospitals in Western Stanislaus County, is operated by the Patterson Hospital District. The Hospital District encompasses a large area beyond the limits of the Planning Area, including the communities of Patterson, Westley, Crows Landing, Vernalis, and Grayson, and most of the unincorporated Western Stanislaus County except Newman and the area to its west.

Del Puerto Hospital is an acute care facility. Its facilities include medical and surgical care, emergency service, perinatal care, the Schick-Shadel Chemical Dependency Unit, and paramedic services.

In 1984, less than half of Patterson residents visiting a hospital in Stanislaus County used the Del Puerto Hospital. The hospital administrator attributes the high percentage of residents using other hospitals to the lack of specialists in Patterson, and believes that hospital usage would increase if specialists, including obstetricians, were to locate in the area.

As growth continues and demand for hospital services in the Del Puerto Hospital District increases, there will be a need for development of a new hospital to replace the existing facility, which is nearly 40 years old. Depending on the rate of population growth within the Hospital District's boundaries, a new hospital will be required within five to ten years. No potential sites have yet been identified by the Hospital District. A new hospital would require about ten acres and good circulation access.

The Patterson Ambulance Service operates two ambulances with paramedics out of Del Puerto Hospital. The ambulance service provides service to an area larger than the Hospital District.

There is a shortage of nursing home space countywide, but especially in Western Stanislaus County. The only nursing home facility on the West Side is a 95-bed facility in Newman which is fully occupied. The Hospital District is considering construction of a 55-bed facility either on vacant land adjacent to the existing hospital or by converting the present hospital facility after construction of a new hospital. Other entities beside the Hospital District might also be able to provide for this need.

There is also a need for medical office facilities in Patterson. The Hospital District recently approved the sale of one acre of vacant land adjacent to the hospital to a private developer for development of medical offices, subject to City rezoning approval. Even with construction of this complex, medical office space in Patterson will be limited. As the city grows, therefore, additional medical office space will have to be developed.

Key Questions

- What role should the General Plan play in designating hospital and health facility locations?
- What are the best alternative locations for future hospital facilities and medical offices?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Allow *market forces* to determine the amount and location of future health facilities.
- Option 2: Provide for *ample potential sites* for a new hospital and other health facility sites.
- Option 3: *Combine emergency services* in future expansions of the Fire Department with the ambulance service.

Implications/Discussion

Under Option 1, *market forces* would generally provide for expansion or replacement of existing facilities according to the priorities and planning of the Del Puerto Hospital District and the medical profession. The General Plan would designate land without regard to the need for potential hospital expansion. Medical facility siting decisions would be made on an as-needed basis, necessitating general plan amendments and rezonings in some cases.

Under Option 2, the General Plan would specifically provide *adequate opportunities for the development of hospital and health service facilities* through appropriate land use designations. Generally, the General Plan would provide for sufficient alternative sites to give the Hospital District a number of choices when it begins looking for a new hospital site, but it would limit neither the Hospital District nor any specific property owners by designating one exclusive new hospital site. Hospitals are generally compatible with commercial, professional office, and light industrial designations, but less so with residential designations due to traffic impacts and the types of wastes generated and chemicals used by hospitals. Alternative hospital sites should be large enough to accommodate adjacent medical office development.

Under Option 3, the City would work with the Hospital District to establish a *joint facility or service function for fire and ambulance services*. Because these services often work jointly and have similar dispatching, storage, and vehicle access needs, this would provide economies of scales to both agencies and encourage greater efficiency.

ISSUE 13: PARKS, PARK STANDARDS, AND RECREATION FACILITIES

Background

Patterson presently has eight acres of developed parkland, consisting of North and South City Parks downtown and Felipe Garza Park in the eastern part of the city at Walnut and Las Palmas Avenues. City residents also rely heavily on school grounds and equipment for parks and recreational uses.

Excluding school property, Patterson has a ratio of 0.8 acres of developed parkland per 1,000 population. This is a very low ratio by comparison with other communities and state and federal park standards. Under the Quimby Act (California Government Code § 66477 et seq.), local governments may require dedication of 3.0 acres of parkland per 1,000 population unless the existing park area exceeds that ratio, in which case local governments may require up to the existing standard, not to exceed 5.0 acres per 1,000 population.

Patterson's deficiency in parks is partly attributable to the surge in residential development that has taken place over the last few years. The City has been collecting park in-lieu fees on new residential development to purchase and develop one or more parks in Patterson.

Key Questions

- What should Patterson's park standard be?
- What kinds of parks and recreation facilities should the City develop?
- Where should new parks be located?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Establish a *park standard* of 3, 4, or 5 acres per 1,000 population.
- Option 2: Develop a *large community park* of 30 to 40 acres.
- Option 3: Develop a *community center* with recreational facilities.
- Option 4: Develop a public *swimming pool*.
- Option 5: Develop a system of *neighborhood parks*.
- Option 6: Emphasize *joint detention basin-park* development.
- Option 7: Develop *joint parks and recreational facilities* in conjunction with the Patterson Unified *School District*.

Implications/Discussion

While the options described above are not mutually exclusive, it is likely that priorities will have to be established because of funding constraints.

Option 1 would define a fixed ***park standard*** for new development which would determine the amount of parkland required to be dedicated by new development. Higher park standards would provide greater recreational opportunities and aesthetic values, but would increase the costs for new development. More parks would also increase City maintenance costs.

Under Option 2, the City would develop a ***large community park*** with various recreational opportunities. The City's Recreation Commission recommends that the City secure land for a large community park of about 40 acres to house recreation facilities as well as municipal offices. This would provide a major recreational hub for the city; however, this could possibly be at the expense of a system of neighborhood parks within walking distances for most residents.

Option 3 would establish a ***community center***, which would be a focus for community events. The community center could include senior programs, youth programs, and other recreational services.

Under Option 4, the City would develop a public ***swimming pool***. The Patterson City Manager estimates that construction costs alone for a public swimming pool would be at least \$500,000. Operations and maintenance would cost an estimated \$50,000 to \$60,000 per year. Revenues from entrance fees would cover only about half of that.

Under Option 5, the City would require the development of ***neighborhood parks*** in conjunction with new residential subdivisions. This would provide parks for new residents, but would not remedy park deficits in existing areas.

Under Option 6, the City would require the development of ***joint detention basin-parks***, as a more aesthetic method of drainage control. These parks could operate as neighborhood parks as described in Option 5. A variation on this option would be to convert existing detention basins to joint detention basin/park facilities. This issue is discussed more fully under Issue 12, "Drainage."

Under Option 7, ***cooperative park/school facility development***, the City would establish parks and recreation facilities in cooperation with new school sites. Option 7 could be implemented in conjunction with any of the options listed above. While joint development of facilities would ensure more efficient use of recreational investments, it poses some limitations on siting and types of facilities.

ISSUE 14: DRAINAGE

Background

The City's existing drainage system is composed of five detention basins and a series of storm drains. The City's *Storm Drain Study and Master Plan*, completed in 1986, concluded that there were not adequate gravity outfall facilities to directly convey the entire stormwater runoff from the city to the San Joaquin River, and that the costs of constructing such a system would be prohibitive. Under the detention basin concept, storm water runoff is contained in basins temporarily and then released into the City's storm drains which convey it to the river.

Several detention basins in Patterson have already been constructed in conjunction with new development. In Felipe Garza Park, a detention basin was developed in conjunction with the park. When not developed as parks, detention basin can be unsightly and pose hazards.

Drainage and flooding problems in the Planning Area are related primarily to Salado Creek. Salado Creek flows through an earth channel from the west until it reaches Highway 33, where the natural creek was filled in and replaced with an underground pipe. During heavy storms, Salado Creek, lacking adequate capacity to carry upstream water runoff throughout its length, overflows at the railroad culvert and causes some localized flooding.

The City and County have committed funds for the U.S. Army Corps of Engineers to conduct a feasibility study to identify possible solutions to Salado Creek flooding.

Key Questions

- What is the best method for controlling drainage in future developments?
- Should the City continue to rely on detention basins or focus on a long-term solution to Salado Creek flooding and drainage? Will both of these approaches be required?
- Should the City seek to convert existing detention basins to joint detention basin-parks?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Establish *detention basins* in conjunction with *parks*.

Option 2: Develop a long-term *solution for Salado Creek and the city's drainage system* to provide for a positive flow system for drainage to the San Joaquin River.

Option 3: *Convert existing detention basins* into joint drainage-park facilities.

Implications/Discussion

Under Option 1, the City would continue to require the development of *detention basins* in conjunction with new developments, but would require their development as parks as more aesthetic and functional improvements. This approach has been widely used in communities throughout the San Joaquin Valley.

Under Option 2, the City would work with the County and the U.S. Army Corps of Engineers in evaluating options for solving **Salado Creek flooding and develop city drainage facilities** in conjunction with Salado Creek improvements. This option would rely on cooperative funding from the county and federal governments and a significant funding commitment from the City. It would be a long-term solution, which would probably take at least ten years to complete. New development would continue to use detention basins as an interim measure until the improvements are completed.

Under Option 3, the City would seek to **convert existing detention basins to joint drainage-park facilities**. This would make them more aesthetic and functional. No engineering studies have been performed to estimate the feasibility or cost of this kind of conversion.

ISSUE 15: WATER SUPPLY AND DISTRIBUTION

Background

The City of Patterson owns and operates the city's potable water supply and distribution system. The water system provides water to all residents in the area as well as to commercial and industrial users. In addition, Patterson Frozen Foods has its own wells to supply water for its industrial processing.

The City's water system includes five wells and a network of distribution lines. Water from the City's wells is of good quality and meets federal and state drinking water standards. The Public Works Department estimates that the City's water system operates at about 52 percent of its capacity as of January 1988. It is important to maintain reserve water supplies for fire flows and in the event of pump failures.

The City's water system is generally in good condition; however, there are a number of undersized mains downtown which do not provide optimum water flows for firefighting. The City has wells on both sides of town, and the City has not had trouble developing new wells.

The city is surrounded by agricultural lands served by the three irrigation districts, including the Patterson Irrigation District (PID) to the east and the West Stanislaus Irrigation District (WSID) and Del Puerto Water District to the west. The three irrigation districts contract with the U.S. Bureau of Reclamation for water from the Central Valley Project (via the Delta-Mendota Canal). The PID and WSID also receive water from the San Joaquin River, and all three districts maintain groundwater pumps.

As growth occurs and the city expands, much of the agricultural lands in the surrounding water districts will be converted to urban uses. This means that demand for irrigation water would decline while demand for domestic water would increase. If the City's domestic supplies become inadequate, it may be necessary to investigate modifying federal contracts with the appropriate water districts to allow for the use of their water for municipal and industrial purposes.

The City currently treats its sewage and evaporates it in ponds. The City's treated sewage is of good quality and suitable for irrigation. If the City decides to continue to evaporate its treated sewage rather than discharging to the river, it will have to purchase more land to develop sewage ponds when the sewer plant is expanded.

Key Questions

- How can the City assure water supplies for future development?
- Can irrigation district contracts for federal water be modified to allow for non-agricultural uses?
- Should the City actively encourage sales of treated sewage water?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Continue to *rely on groundwater* for future water supplies.

- Option 2: Pursue funding for *upgrading undersized water mains*.
- Option 3: Investigate either *purchasing federal surface water entitlements* held by the surrounding irrigation districts, or a cooperative arrangement for trading treated sewer water for irrigation for surface water supplies.
- Option 4: *Revise the City Master Water Plan* based on the land use pattern determined under the General Plan.

Implications/Discussion

Under Option 1, the City would continue to *rely on groundwater*, based on the assumption that groundwater supplies will remain available indefinitely and continue to be of good quality. This would simplify future water system planning; however, the City would be unprepared in the event that water supply is limited or water quality deteriorates.

Under Option 2, the City would pursue funding to *upgrade undersized water mains* to meet fire flow requirements. Funding options include community development block grants, establishment of a benefit assessment district, and direct City funding.

Under Option 3, the City would negotiate with surrounding water districts to supplement its groundwater supplies with *federal surface water supplies* from the Central Valley Project. Negotiations could include providing treated sewage water for irrigation to Patterson Irrigation District customers. No feasibility study of this option has been undertaken; however, if feasible, this option would reduce the City's vulnerability to changes in groundwater supplies and would give the City greater flexibility. It could involve greater costs and a more complex water distribution system.

Option 4 would require a *revision of the City's Master Water Plan* to account for changes in the land use plan and decisions made on Options 1 and 2 above. This would provide a clear indication on funding and improvements required for new development, and would serve as the basis for establishing the necessary fees required of new developments. The City would, however, have to provide funding for the plan.

ISSUE 16: ALTERNATE MODES OF TRANSPORTATION

Background

As in most other cities, Patterson's transportation system focuses on the automobile. The Senior Opportunity Services Program (SOSP) offers local transportation to the elderly in Patterson. The City dispatches units which provide door-to-door service. Trips are limited to the area within the city limits. SOSP provides service to approximately 3 to 4 persons daily.

City streets do not have marked bicycle routes, nor are there rural bicycle paths in the Planning Area, except for a bicycle path along the Delta-Mendota Canal.

Although no studies have been conducted to determine the total number of commuters travelling from Patterson to the Bay Area, a June 1988 study performed for Stanislaus County¹ estimated that 75 to 90 percent of new households established in Stanislaus County over the past two years have at least one commuter to the Bay Area.

Key Questions

- How can and should the City minimize expected growth in automobile traffic within Patterson?
- What kinds of alternate transportation modes should the City encourage?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Establish a *park-and-ride lot* in the vicinity of the I-5 interchange.

Option 2: Develop a *transit system of vans* with regular routes within the city.

Option 3: Set up a system of *bicycle lanes* and racks in the city.

Implications/Discussion

Options 1, 2, and 3 are not mutually exclusive, since each discusses a different way to decrease future automobile traffic in Patterson. All three options would help to minimize the impacts on air quality from future development in Patterson. They would, however, require the City to dedicate funds to develop one or more of these types of facilities.

Under Option 1, the City would establish a *park-and-ride lot* to encourage car pooling for Patterson commuters. This would reduce regional traffic resulting from new development under the General Plan, and would also reduce the impacts of new development on regional air quality. The City would, however, have to purchase and develop a lot. Traffic impact fees from new development could contribute to the funding.

¹A Strategic Planning Approach for a County in Change: Population and Economic Forecasts, 1988-2010, Prepared by Kreines and Kreines for the County of Stanislaus, June 1988.

Under Option 2, the City would expand its **van transport system** to service regular routes within the city, or arrange trips to Modesto and other cities. Expansion of the service would require more vans and greater City financial support. The City could, however, rely on volunteers to drive vans to minimize costs.

Option 3 would require the City to designate **bicycle lanes** on major streets and set up a system of bicycle paths. The City could establish bicycle lanes in conjunction with scenic bike paths as part of its recreation program. This would serve to encourage the use of non-polluting transportation. As part of this program, bicycle racks could be set up downtown, in other commercial areas, and at employment centers.

ISSUE 17: AIRPORTS

Background

The Patterson Airport is a private airport located east of I-5 and north of Sperry Avenue. The airport is operated as an agricultural air strip for crop dusting services. The airport is restricted, which means that the public may only land with the airport owners' permission. The airport's location and active airport permit, however, allow for its possible conversion to a recreational airport.

The Crows Landing Naval Auxiliary Air Field is located about three miles south of Patterson. Crows Landing presently functions as an auxiliary landing field for other military bases. Crows Landing serves as an important training and testing facility for the air operations of other air stations impacted by their volumes of air traffic or by urban encroachment.

Operations at Crows Landing consist primarily of training and air field practice by experienced pilots. Most of the operations occur Monday through Friday during daylight hours, although the air field occasionally operates weekend and nighttime flights. Most aircraft are light jet or multi-engine jet airplanes.

Recently, legislation was introduced in Congress to close down unnecessary military bases as a deficit-reduction measure. No military bases were named; however, because of Crows Landing's limited use, it could be targeted for closure, sale, or conversion to some other use. Because of its facilities, the base may be suited for conversion to a public airport.

Key Questions

- Will residential and/or commercial growth in Patterson warrant conversion of Patterson Airport to a recreational airport?
- What is the future of Crows Landing Auxiliary Naval Air Field? How will it affect Patterson?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Support the continued use of *Patterson Airport as an agricultural airstrip*.
- Option 2: Support the conversion of *Patterson Airport to a recreational airport* to serve residential and/or commercial development in Patterson.
- Option 3: Support the *abandonment of Patterson Airport* and designate the land for some other use.
- Option 4: Support the *continuation of Crows Landing* Naval Auxiliary Air Field present operations.
- Option 5: Support the *conversion of Crows Landing to a major public airport*.

Discussion/Implications

Options 1 through 3 address the Patterson Airport, while Options 4 and 5 deal with the Crows Landing Naval Auxiliary Air Field.

Under Option 1, the City would support the continuation of *Patterson Airport as an agricultural airstrip*. As urban development occurs near the airport, conflicts between air operations and new development could develop. Future commercial development potential at the I-5 interchange might also be limited by continued agriculturally-related use of the airstrip.

Under Option 2, the City would support the conversion of *Patterson Airport for recreational use*. This could give a clear indication to developers that the City would support the development of certain kinds of residential and/or commercial developments associated with a nearby recreational airport. As with Option 1, conflicts between the airport operations and surrounding urban uses could still be a problem.

Under Option 3, the City would support the *abandonment of Patterson Airport* to provide for some other kind of development at that site. This would eliminate conflicts between the airport and other types of uses. However, it would remove a possible important asset for future upscale housing developments and/or commercial developments for which the airport could be a key draw for Patterson.

Under Option 4, the City would support *continued operations at Crows Landing* at their present levels. Future growth and development in Patterson would be planned according to existing noise contours and other constraints. This option could lead to conflicts if Crows Landing were to be converted to some other use.

Under Option 5, the City would support the *conversion of Crows Landing from a military facility to a major public airport*. Because of its facilities and isolation, and the constraints facing existing public airports in Stanislaus County, Crows Landing may be an ideal location for a new public airport. Development of a public airport at the site could lead to significant changes in western Stanislaus County which could directly affect Patterson.

ISSUE 18: AGRICULTURAL LANDS

Background

Outside the existing city limits, land use in the Planning Area is devoted principally to agriculture. Dry beans, green beans, apricots, tomatoes, and melons are the primary crops. City residents have indicated that Patterson's rural quality is a desirable community asset.

As Patterson is surrounded by agricultural lands, expansion of the city will result in the loss of agricultural lands and the non-renewal and/or cancellation of Williamson Act contracts. Nonetheless, the long-term viability of the agricultural lands needs to be considered. The long-term viability of agricultural lands can be affected by conflicts at the periphery of urban development where urban and agricultural uses abut.

Key Questions

- What kinds of buffers should the General Plan specify to minimize conflicts between agricultural and urban uses?
- How can the General Plan provide for orderly development to avoid impacting agricultural lands as much as possible?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Assure *contiguous development* to minimize conversion of agricultural lands before it is necessary.
- Option 2: Implement *"right-to-farm" ordinances* and other agricultural protection measures.
- Option 3: *Provide for decreasing urban densities/intensities* at the edge of the city to minimize conflicts with agricultural lands.
- Option 3: Use *canals as buffers* between urban development and agricultural lands wherever possible.
- Option 4: Use *industrial land use designations and/or open space uses as buffers* between urban uses and agricultural lands.

Implications/Discussion

Options 1 through 5 could all be incorporated as part of a General Plan strategy to minimize impacts from urbanization on agricultural lands.

Under Option 1, the General Plan would include policies to provide for *contiguous development*. This would provide for protection of agricultural lands as long as possible and would generally make circulation and extension of infrastructure more efficient.

Under Option 2, the General Plan would include a *"right-to-farm"* policy for areas where residential uses abut agricultural lands. This would protect agricultural operations from complaints from residents, but would not reduce the conflicts between the two uses.

Under Option 3, the General Plan would **provide for decreasing urban densities/intensities** at the edge of the city. This would create fewer conflicts between the urban/agricultural boundary; however, it could lead to inefficient land use when the city expands beyond that boundary as growth occurs beyond the time frame of the General Plan.

Option 4 would define land use **boundaries along existing canals**. Canals generally serve as good buffers between agricultural and abutting uses. This would constrain the land use boundaries of the General Plan to existing canals; however, there are many canals in the Planning Area which provide for a fairly wide range of options. A discussion of this concept is included under Issue 9, "Urban Form."

Under Option 5, **industrial and/or open space uses** would be designated at the edge of the city to minimize conflicts with agricultural uses. These uses are more compatible with agricultural than residential uses. This pattern, however, could create problems for future urban expansion beyond the time frame of the General Plan.

ISSUE 19: HISTORIC PRESERVATION AND ARCHITECTURAL THEMES

Background

Patterson has a rich and interesting history which is reflected in the town's street patterns, trees, and buildings. T.W. Patterson, the town's founder, laid out the original Patterson colony in 1909. Patterson subdivided the Rancho Del Puerto into ranches of five, ten, and twenty acres east of the railroad tracks and laid out a town based on a grid and radial street pattern to serve as the hub of the farming community on the west side of the railroad. Along the area's major streets and roads, he planted palm trees, eucalyptus, and sycamore trees. He also developed the first successful lift irrigation system to pump water from the San Joaquin River to the fields.

Patterson contains a number of homes and structures built in the 1920s and 1930s. Three landmarks have been designated as sites of local and county historic significance, and are listed on the State Inventory of Historic Places: the Plaza building in the center of the Plaza circle, the Del Puerto Hotel, and the three miles of Las Palmas Avenue lined with palm trees. The City owns the Plaza building and the Del Puerto Hotel is privately owned.

Key Questions

- How can the city retain its historic character as it develops?
- How can the city preserve its historic buildings and landmarks?

Possible General Plan Responses: Policies, Programs, and Options

- Option 1: Establish a *historic district* within the downtown circle and/or along East Las Palmas Avenue.
- Option 2: *Purchase the Del Puerto Hotel* for some public use.
- Option 3: Establish *architectural controls* to prevent the destruction or inappropriate alteration of existing historic buildings *downtown* and to ensure compatible architectural styles in infill development downtown.
- Option 4: Establish *architectural controls for development in new commercial areas* to extend Patterson's historic architectural theme.

Implications/Discussion

Options 1 through 4 are not mutually exclusive, and could all be implemented as part of a comprehensive historic preservation strategy.

Under Option 1, the General Plan would provide for establishment of a *historic district* in the original townsite to prevent the loss of important historic buildings and landmarks, including the Plaza building, Del Puerto Hotel, and the palm trees along East Las Palmas Avenue.

Under Option 2, the City would investigate the possible *purchase of the historic Del Puerto Hotel*. The Del Puerto Hotel is currently under private ownership, and thus its preservation and maintenance cannot be guaranteed. The City could operate its administrative offices out of the

renovated hotel building. It is unknown how much the Del Puerto Hotel would cost, how much refurbishing would be needed to convert it to administrative offices, and whether the owner is willing to sell.

Under Option 3, the General Plan would provide for ***architectural controls in the original downtown hub***. This would prevent the destruction of historic buildings and would set standards for new construction downtown to ensure architectural compatibility with the city's historic theme.

Option 4 would establish ***architectural controls for development in new commercial centers***, including neighborhood commercial centers, the major new city commercial center, and the highway commercial area in order to extend Patterson's historic theme throughout the city and provide for continuity of the city's historic character.

ISSUE 20: CHILD CARE

Background

Changing economic and social forces have led to an unprecedented and growing demand for child care. The population of children 0 to 14 years of age has grown rapidly as the women born to the "baby boom" generation are bearing children and due to the high birthrate among recent immigrants to California. Increasing economic demands have resulted in more women with children entering the workforce. An increase in divorce rates has raised the number of single mothers.

There is a shortage of quality licensed child care of all types, with especially severe problems for infants and school-age children. Child care is also not affordable for many families. Only about one in ten of the eligible families are receiving state child care subsidies. The lack of available spaces is compounded by the low pay for most child care providers, causing an extremely high rate of staff turnover.

The impact of child care shortages is felt most acutely at the local level. Although local government currently has no legal obligation to address child care issues, increasingly communities have started to take on the responsibility. Concord, San Ramon, and San Francisco have passed ordinances imposing fees on new developments to fund child care. Other communities have established public child care facilities, provided free or low-cost space to non-profit organizations to operate child care facilities, provided child care services to city employees, and revised land use and permit procedures to eliminate obstacles to or provide incentives for the development of child care facilities.

There are three basic kinds of licensed child care facilities. Small family day care homes, providing care for up to six children, are permitted by state law in all residential zones. Large family day care homes, which provide care for seven to twelve children, are subject to discretionary local control. Child care centers, which provide care for more than twelve children, are also subject to local land use regulation. Informal child care is frequently provided by relatives or babysitters.

As Patterson continues to grow, demand for child care will increase. The availability and affordability of quality child care can improve the quality of life for Patterson residents and make Patterson a more attractive community for residents and businesses.

Key Questions

- Should the City take an active role in encouraging the development of more child care facilities? If so, what kinds of actions should the City take?
- Do present City land use and/or permitting regulations inhibit development of child care facilities?

Possible General Plan Responses: Policies, Programs, and Options

Option 1: Allow *market forces* to determine the amount of child care facilities developed in Patterson.

- Option 2: *Eliminate land use and permitting obstacles* and/or reduce permit fees for new child care facility development.
- Option 3: *Provide incentives* for the development of child care facilities.
- Option 4: Establish a *City child care facility and/or child care programs*.
- Option 5: Establish a *child care ordinance* which imposes fees on new development to pay for child care facilities.
- Option 6: Require *new development to provide for child care facilities* as part of project approval.
- Option 7: Establish a *before- and/or after-school child care program* in cooperation with the Patterson Unified School District.

Discussion/Implications

Under Option 1, *market forces* would be the primary determinant to the development of child care facilities. The City could review its land use procedures to remove any unnecessary obstacles, but it would take no other action. Because of the marginal economics for most child care facilities, there would probably continue to be a shortage of child care for city residents.

Options 2 through 7 are not mutually exclusive and could all be employed in a comprehensive city child care program.

Under Option 2, *remove land use and permitting obstacles*, the City would review its land use and permitting regulations to facilitate the development of child care facilities. This could mean allowing child care facilities in a greater range of zoning designations, not requiring conditional use permits for the development of large family day care homes, or reducing or eliminating fees for conditional use permits for large family day care homes. The profit margin for day care homes can be so marginal that permit fees can inhibit their development.

Under Option 3, the City would *provide incentives* for the development of child care facilities. This could mean giving density bonuses or reducing the parking requirements for businesses which included child care facilities or expediting their permit review.

Under Option 4, the *City would establish a child care facility and/or programs*. There are several ways this could be implemented. As a major employer, the City's facility could provide child care for its employees, or the City could develop a child care facility for low income and/or general use. The City could operate the facility itself or contract with a provider for care. One option would be to include a child care facility in the plans if a new civic facility is constructed. A method which some communities have used is to place relocatable buildings on park sites. Child care programs can be incorporated into the City's recreation programs.

Option 5 would establish a *child care ordinance* which would impose fees on new development to pay for the development of child care facilities. This would reduce the impact of new development on the child care demand in the city; however, depending on the fee scale, it could inhibit some kinds of development.

Under Option 6, the City would **require new developments** to include **child care** facilities. This could be applied to residential or nonresidential development or both. New subdivisions could be required to provide a site for a child care center. Generally, only large office or industrial sites are conducive to on-site child care, and such a requirement could potentially deter some of the more lucrative businesses that the City may want to attract.

Under Option 7, the City would work with the school district in establishing **before- and after-school child care programs** (latch-key programs). Many communities have begun to establish these kinds of programs by locating portable buildings on school grounds or through joint use of existing school facilities, since these are normally unused before and after school. The City would provide child care staff workers and manage administrative tasks.

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